

A STUDY OF URBAN SCHOOL TRUSTEE DECISION MAKING

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## A STUDY OF URBAN SCHOOL BOARD TRUSTEE DECISION MAKING

### Abstract

Education in the seventies is attracting much attention from the media, the general public and the political sector of society. The public school system of Ontario, especially its changes in governance structure in 1969 and accompanying administrative problems, warrant research and interest.

The elected trustees that make up school boards complete a structure of local government that is responsible for the education system of a Canadian society. Public education is provided through its representative elected boards of education, appointed professional administrative staff, and practising professional teachers.

Research into the role of trustees in school board decision making is in essence research in educational politics. Within such a political context the question of governance appears relevant at all times. Research in 1974 concluded that the prevalent view among contemporary students of educational politics is well founded: school boards have largely ceased to exercise their representative and policy making functions; for the most part they do not govern, but merely legitimate the policy recommendations of school superintendents.

The intent of this study was to determine how trustees of one Canadian urban school board made decisions by identifying and conducting an analysis of the primary factors considered by them as they engage in deciding on specific issues as individual members of a board and as a board of trustees.

This study involved an in-depth investigation of a metropolitan urban school board. Its product comprises a description of factors considered by trustees prior to voting on specific board motions or issues. A primary aspect of this study was an assessment of each factor's relative importance in the estimation of each trustee for his/her making of decisions.

This research also provided insight on several related matters. The first concerns the involvement of school board officials in school trustee decision making. The second involves the relative influence of administrative staff on the one hand, and school trustees on the other, in shaping the decisions made by school boards. The third allows for the identification of board decision making variables not extensively heretofore elaborated on.

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## CHAPTER I

### URBAN SCHOOL BOARD TRUSTEE DECISION MAKING

#### Introduction

Education in the seventies has attracted much attention from the media, the general public and the political sector of society. The public school system of the province of Ontario, warrants research interest. The 1967 reorganization of Metro-Toronto, and the 1969 county organization change, both substantially reduced the number of Ontario school boards. Reducing the number of boards increased the size of units of administration and changed the pattern of school governance in many ways.<sup>1</sup>

The elected trustees that make up these school boards in Ontario complete a structure of local government that holds the legal mandate for operating the educational system of a Canadian society. Contemporary Canadian society may be characterized as being similiar to most Western societies, in that it is primarily pluralistic and one in which every major task is entrusted to large organizations.<sup>2</sup>

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<sup>1</sup>Davis, William, Statement re. Larger Units of School Administration, March 15, 1968. Williams and Wiles in "Political Realities of Trustee Effectiveness", in P.J. Cistone, School Boards and the Political Fact, OISE, 1972, p. 33.

<sup>2</sup>Drucker, Peter, Management. New York: Harper and Row, 1974, p. 12. Similar arguments have been made re. Canadian society in Peter Coleman "The Increased Pluralism and Politicization of Public Education - Coping with Conflict." Paper presented at the University of Toronto, January 15, 1976, and T. R. Williams "Power and Conflict: Constraints or Catalysts in C.E.A. Short Course in Educational Leadership, May 18, 1976, Banff, Alberta.

Public education is provided through one such large client centered organization that includes elected boards of education, appointed professional teachers.

In some Ontario and in many American school jurisdictions trustees have lamented that they are merely serving as rubber stamps of the professionals in policy decisions.<sup>3</sup> The alleged curtailment of decision making authority of elected trustees places in question the democratic responsibility of a trustee to represent his electorate. This representation according to Eulau and Prewitt is central to democracy:

Representation is central to democracy because it permits its adaptation to the conditions associated with urbanization, industrialization, nationalism, and man's participation in governance.<sup>4</sup>

They argue that representative institutions facilitate indirect citizen participation in governance when direct participation is impractical. However, conceptualizations of various political characteristics of organizations tend to be arbitrary or at times elusive and the concept of 'political representation' is

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<sup>3</sup>Williams and Wiles, op.cit., p. 33.

McCarthy and Ramsey: The School Managers: Power and Conflict in American Public Education. Greenwood Publishing Corp., Westport, Conn., 1971, part 2, pp. 27-57.

<sup>4</sup>Eulau, Heintz, and Prewitt, Kenneth. Labyrinth of Democracy: Linkages, Representation and Policies in Urban Politics. Bobbs-Merill Co. Inc., New York, 1973, p. 398.

specifically elusive.<sup>5</sup> The phenomenon of political representativeness is, nevertheless, difficult to remove from discussions and practice of school governance.

For the purposes of this study, trustees will be regarded as elected representatives of the voters (citizens), and fulfill this role as active members of a school board. However, it must be noted that the definition of the role of the elected representative essentially has no consensus.<sup>6</sup> It may be argued that citizen participation is possible only through some form of representativeness even though representation of community interests in administrative decision making is complicated by the problematic relationship between the community leader and his constituents.<sup>7</sup> This study regards the citizen as an interested participant in the process of school governance decision making and regards the school trustee as the democratically elected person representing the citizenry who makes this public participation possible.

With respect to the ongoing operation of a school board the question of representativeness is neither novel or

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<sup>5</sup> Ibid., p. 399.

<sup>6</sup> Teichman, Judith. "The Role of the Urban School Board Member", Interchange, Vol. 5, No. 2, 1974, p. 63.

<sup>7</sup> Peterson, Paul E., "Community Representation and the Free Rider", Administrator's Notebook, Vol. XXII, No. 8.

new, but it is appearing with increased frequency as school systems function under intensifying public scrutiny.<sup>8</sup> Also, it appears reasonable to assume that decisions made by those responsible for setting public school board policy have not always served the best interests of the clients or the public. Unfortunately, current school system grievance structures and accompanying immunity from client responses militate against expeditious disclosure and remediation of unsatisfactory decisions by those legally and socially subject to such decisions. Those subject to these decisions could readily include members of the teaching staff, administrative staff, students and community. But the social structures of communities are changing and now a new public milieu has evolved.

#### A New Milieu

Journalist James Lorimer has charged boards with concealment of information by saying, "The board was careful to keep the whole thing secret...".<sup>9</sup> "What they don't know, they won't complain about...",<sup>10</sup> was said with reference to the parents of a school over the issue of the purchase of a school site in downtown Toronto.

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<sup>8</sup>Iannaccone and Cistone. The Politics of Education. ERIC Clearing House, Eugene, Oregon, 1974, p. 7.

<sup>9</sup>Lorimer, James. The Real World of City Politics. Toronto: James Lewis and Samuëls Ltd., 1970, p. 10.

<sup>10</sup>Lorimer and Phillips. Working People: Life in a Downtown City Neighborhood, Toronto: James Lewis and Samuëls Ltd., 1971, p. 67.

Lorimer's observations are indicative of a new public complexion that urban education has acquired in recent years. Teichman's observation referred to earlier (p.3) that reform groups in Toronto are escalating their influence on school boards and Peterson's accent on an increasing impact of ideological board member bargaining merely add credence to what Lorimer has already inferred. The community represented by the school board wants an increasing share of the decision making process formerly reserved, almost exclusively, for individual trustees.

Cistone emphasized that schools were once the most insular and placid social institutions, but the educational enterprise is today engulfed by the rising tide of politicization surging throughout society.<sup>11</sup> Central to educational policy making is the interplay of groups and group interests.<sup>12</sup> Housego's point is that not all groups (indeed only a few) have easy access to decision centers. Further, he argues that not all groups are deeply interested and consistently involved in educational policy making. Iannaccone infers from Housego's position that characteristically, the politics of education has been a low visibility, insider game dominated by the educational elite.<sup>13</sup> Iannaccone further asks what price is being

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<sup>11</sup>Cistone, Peter (Editor). School Boards and the Political Fact. Symposium Series 2. OISE, Toronto, May, 1972, p. 1.

<sup>12</sup>Housego, Ian. "Pluralist Politics and Educational Decision Making", in Cistone's, School Boards and the Political Fact. op.cit., p. 12.

<sup>13</sup>Iannaccone, L. "Conference Summation and Synthesis", in Cistone's, School Board and the Political Fact. op.cit., p. 8.

paid for keeping control of the politics of education - for keeping decisions inside the family, as it were? To him it is an issue whether the circle of elites influencing the policy making of education is too narrow, too impermeable, too closed, and too inflexible to cope effectively with the problems of the 1970's as these reflect perennial issues.<sup>14</sup>

In research focussed on school system decision making Smoley's findings testified not only to the conservatism of schools in the midst of social unrest and clamor for change, but also to the nearly autonomous control of educational operations by the organized professionals and employees of the public school system.<sup>15</sup> Smoley's statement, even though it was made eleven years earlier, makes rather direct reference to what was said by Iannaccone in his description of the politics of education being an insider game of the elite. This same notion finds further expression in Peterson's discussion of a pluralistic bargaining model that many school boards display.<sup>16</sup> According to Peterson the pluralistic model of bargaining is an explanation for elite decision making, group interaction and system stability.<sup>17</sup> Similar findings of how

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<sup>14</sup> Ibid., p. 46.

<sup>15</sup> Smoley, Eugene, R., "Community Participation in Urban School Government," Unpublished Ph.D. dissertation, Johns Hopkins University, 1965.

<sup>16</sup> Peterson, Paul. School Politics Chicago Style. University of Chicago Press, Chicago and London, 1976, pp. 39-55.

<sup>17</sup> Ibid., p. 46



this country's political systems display characteristics of pluralism and elitism in governance proceedings have also been reported.<sup>18</sup> School boards, it may be inferred, are essentially pluralistic and frequently make decisions without excessive contact or participation from their electoral community. However, this inference does not suggest that boards can unilaterally make critical policy decisions for the society they represent in the absence of unanimously endorsed goals and certain causal knowledge. The society represented is very unlikely to endow its policy decision-makers with enough power to override the differing interests that characterize all levels of a system.<sup>19</sup> Thus, school boards or policy decision-makers in this context, will seek to control policies so that public interests are consistently served. From an apparent dichotomy between the responsibility for decisions required by those in elected authority and the reluctance of the electorate to provide the necessary decision making power, a constant tension exists between the school trustee and his public. In essence the trustees must retain the control of school systems, but must do so in an environment of many societal constraints.

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<sup>18</sup>Whittington, Michael S. and VanLoon, Richard J., Alternative styles of the study of Canadian politics, a brief rejoinder, in the Canadian Journal of Political Science, Vol. 7, 1974, pp. 132-134.

<sup>19</sup>Mann, Dale. Policy Decision-Making in Educating Teachers. College Press, New York, 1975, p. 157.

Such constraints, dominantly operative in the on-going function of school systems with their governing boards, characterize in part the complicity of trustee decision making.

### Justification of the Study

In view of expressed concern by large numbers of school trustees in Ontario that they are merely serving as rubber stamps of the professionals in policy decisions, and in view of an evident increase in public awareness and concern over the system of education currently in existence, research into the question of trustee decision making is urgently needed. The central purpose of this study was to identify and investigate the range of decision determinants that characterize the voting behavior of trustees on an urban school board in Ontario.

### Statement of the Problem

Research on the decision making function of school trustees requires a statement of the problem under consideration. In this study the basic problem to be studied was:

How do individual trustees, elected by ward in one urban Ontario school board jurisdiction, determine their choice of vote on formal board motions in committee or in formal board meetings?

Illumination of this basic problem was contingent upon information and answers provided for the following sub-problems:

1. What factors did individual school trustees consider prior to casting their vote on school board issues?

2. What priority did individual school trustees assign to the various identifiable decision making factors and how did this relate to actual decisions made by them?

3.a) In what ways did individual school trustees reveal an awareness of such decision making factors?

b) Why were trustees sensitive to these decisional factors?

4. Could actors other than trustees, who have a major impact on the decision making function of individual trustees, be identified?

5. Did the school board under study exhibit an identifiable voting behavioral pattern? (For example, did trustees exhibit specific bargaining modes in their process of decision making and did they vote in identifiable voting blocks?)

The collection and analysis of data relevant to these sub-problems assisted in the identification of the primary factors considered by school board trustees in this sample during the process of decision making.

Decision making as a phenomenon of individual and organizational behavior has already received much attention in educational research resulting in a large accumulation of literature in this field.

A review of this literature follows with specific reference to trustees as decision makers and decision making in organizations. This review also served as a theoretical base from which the conceptual framework and research design of this study were developed.

## CHAPTER II

### REVIEW OF THE LITERATURE

#### The Trustee and Decision Making

A study of school trustee decision making is in essence research in the politics of education. Within such a political context, the issues of school governance are relevant at all times and were thoroughly considered in research on New Haven politics in which the question was asked, "Who Governs?"<sup>20</sup> This same basic question rests at the root of an overarching concern with the problem of trying to strike a satisfactory balance between democracy and efficiency, or between lay and professional authority in the operation and behavior of elected boards of education.<sup>21</sup>

Ziegler and Jennings, following extensive research in 1974, substantiate a view prevalent among contemporary students of educational politics. They concluded that school boards have largely ceased to exercise their representative and policy-making functions.<sup>22</sup> They also observed that for the most part boards do not govern, but merely legitimate the policy recommendations of school superintendents. It is Williams and Wiles

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<sup>20</sup>Dahl, Robert. Who Governs? New Haven: Yale University Press, 1961.

<sup>21</sup>Boyd, William. "School Board-Administrative Staff Relationships", in Cistone, Peter (Editor), Understanding School Boards. Lexington Books, D.C. Heath & Co., Lexington, Mass., and Toronto-London, 1975, p. 124.

<sup>22</sup>Ziegler, L.H. and Jennings, M.K., Governing American Schools, North Scituate, Mass., Duxbury Press, 1974, p. 164. These authors imply that boards have handed the governance and policy responsibilities over to professional administrators.

who identified the net effect of a growing complexity in education as an increasing reliance upon the professional to interpret financial implications and establish policy strategies.<sup>23</sup> Some now however, claim that the political culture has altered since 1972 and that now a better balance between the influence of professionals and that of those related now exists.

On occasion, trustees are called upon to make decisions based on information to which only their appointed officials have access. Consequently, a predisposition of deference to those in possession of relevant information arises among school board trustees. A study addressed to school board members' attitudes, concluded that school board members in council-manager communities believed in significantly greater expertise and managerial and executive power than did their counterparts in municipalities having the mayor-council form of government.<sup>24</sup> In fact, the school board member respondents from council-manager communities were more willing than mayor-council respondents on every task to attribute broader decisional latitude to executive-administrators in the name, presumably, of special training and experience. Similar decisional relationships appear also in Canadian urban educational environments. In a school board-administrative staff working relationships, information and knowledge are essentially power.

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<sup>23</sup>Williams and Wiles, op. cit., 1972, p. 35.

<sup>24</sup>Cistone, P. and Hennessy, B., "School Board Members' Attitudes and Administrative Forms. An Exploration of Public Regardingsness." Reprinted from Midwest Journal of Political Science, Vol. XV, No. 1, August, 1971, p. 587-593.

This power need not be interpreted as power to control but preferably as power to exert influence in meeting the needs of a total school system organization. These needs must also be interpreted and implemented. Administrators are generally the ones who do this.<sup>25</sup> Consequently, the bulk of information and knowledge of a school system's function of governance rests in the administrative staff. This information base exists as such for in an educational system the primary network of communications is situated in the board offices and because the hired staff possess greater professional training and administrative experience in comparison to that of newly elected trustees. Consequently, the administrative staff possesses much power founded in knowledge, communication control, and administrative training and experience. Support for this observation is found in the fact that directors of education have an average of twenty or more years of experience in school systems in contrast to an average of four to six years of experience for trustees. Consequently it appears both logical and rational that those of lesser training and experience should defer to those with more. This notion, however, is illusory for not all trustees defer even though some researchers have identified much deference to appointed professional board officials on the part of trustees.

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<sup>25</sup>Gue, L.R. An Introduction to Educational Administration in Canada. McGraw-Hill Ryerson Ltd., Toronto, 1977, p. 191

The issue of governance was again approached by asking if a school board is an appropriate unit of analysis for students of educational decision making if, in fact, it habitually defers to experts.<sup>26</sup> This question was answered in the affirmative, for under certain conditions trustees do respond to demands, although it must be acknowledged a high degree of insulation from publics remains evident in school board decision making.<sup>27</sup>

School boards however, must continue to make decisions as they govern a school system. It is the quality and nature of this governance that portrays much of what happens at a board decision making level. With certainty, boards possess varying motivation to decide as they will. By way of illustration, research on the Chicago School Board disclosed that trustees adhering to an ideological model of bargaining expressed an acute sensitivity to legitimate community interest groups such as those of a racial or class faction and became deeply committed to them.<sup>28</sup>

Additional questions that relate to school governance appear as: "Who runs our schools?" and "Who decides what in

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<sup>26</sup>Ziegler, H., "School Board Research: The Problems and the Prospects", in Cistone's, Understanding School Boards, op. cit., p. 6.

<sup>27</sup>Gittell, Marilyn, Participants and Participation: A Study of School Policy in New York City, New York: Praeger, 1965. Iannoccone, op.cit., 1967, Peterson, op.cit., 1974

<sup>28</sup>Peterson, Paul, School Politics Chicago Style, op. cit., p. XII.

Education?"<sup>29</sup> Friesen contends that decisions are made by people in power positions and cites a study done by Rosenthal to substantiate his position:

Acknowledgement of the linkage of politics and education introduces another element of immediate relevance. The concepts of politics and power go hand in hand. Although analytically distinguishable, intuitively the two seem bound in close kinship. If political processes allocate values and resources, then the distribution and exercise of power determines, in Harold Lasswell's words, who gets what, when and how. The study of politics is, for all practical purposes, the same as the study of power.<sup>30</sup>

A study of school board administrative staff relationships determined that boards and their communities ordinarily appear to be content to let the superintendent (chief executive officer) largely shape the educational program, as long as she or he respects the community's zone of tolerance.<sup>31</sup> On other matters deemed strategic such as school finance and construction questions, trustees will assert themselves and continue to define the parameters within which the professionals are free

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<sup>29</sup> Friesen, David, Power and Politics in Education, The Canadian Administrator, Vol. XIV, No. 6, March, 1975.

<sup>30</sup> Ibid.

<sup>31</sup> Boyd, William, "School Board-Administrative Relationships". op. cit., p. 124. - The zone of tolerance was first defined by McGivney and Moynihan (1927), as the latitude or area of maneuverability granted (or yielded) to the leadership of the schools by the local community. A complete discussion of this is found in McGivney, J.K., and Moynihan, W., "School and Community", Teachers' College Record, 1972, 74(2).



to operate.<sup>32</sup> In keeping with these observations by Boyd, McCarty and Ramsey found that in inert communities with a sanctioning board, the superintendent was the active decision maker.<sup>33</sup> This phenomenon in fact, occurred most frequently in communities lacking a recognizable power structure.

Once again, the question of "Who Governs?" appears in the forefront of school governance research literature. However, it need not be interpreted only as a question of power or control. This question may alternatively be understood as an awareness of the policy process by trustees as a suitable object of study in its own right, primarily in the hope of improving the rationality of the flow of decisions.<sup>34</sup>

In a study of "The Role of the Urban School Board Member" a typology of urban trustees' perception of their role was designed.<sup>35</sup> In terms of trustee decision making in a large Canadian city it was discovered that a basically middle class movement of reform groups was now exerting influence in seeking citizen participation in decision making control of bureaucracy.<sup>36</sup>

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<sup>32</sup> Ibid.

<sup>33</sup> McCarty and Ramsey, The School Managers, op. cit., p. 163. - Inert communities were described as those in which little public participation in the affairs of education was evident and the school boards of these communities most frequently endorsed or legitimated recommendations presented to them by superintendents of education and administrative officials.

<sup>34</sup> Iannaccone & Cistone, The Politics of Education, op.cit., p.7.

<sup>35</sup> Teichman, Judith, The role of the Urban School Board Member, op. cit., p. 64.

<sup>36</sup> Ibid.

One of Teichman's conclusions is that differences in perceptions of trustees of their roles lead to a difference in attitudes held by trustees toward the same issues considered. This difference in attitudes could greatly affect the choice a trustee would make and the manner in which he/she operated in the decision arena as suggested by Peterson. This study by Teichman also served to confirm the importance of contextual variables of community impact in relation to how trustees actually decide. Contextual variables are again referred to later, and represent the varying influences trustees are subjected to in the context of decision making. The influence of community in board studies is also a primary argument of Boyd's, with McCarty and Ramsey, too, making reference to the importance of attitudes and perceptions of roles of boards and communities in their four board and community type classifications.<sup>37</sup>

The differences in attitude toward trustee roles referred to earlier by Teichman surfaced again in Lawton's study of two Toronto school boards. Lawton supports the existence of several identifiable variables operative in the voting behavior of these boards. He concludes that understanding the political behavior of boards can be advanced by analyzing tests of hypothetical models of board member's behaviors such as those based on an

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<sup>37</sup>Boyd, William, "The Public, The Professionals, and Educational Policy: Who Governs?" Teachers' College Record, Vol. 77, McCarty and Ramsey, op. cit., pp. 248-249.

ideological continuum, discreet voting blocks, or a combination of these.<sup>38</sup>

Clearly, trustees in their official capacities are legally required to make decisions. Research into this area of school governance is somewhat limited, at least in the Canadian context, but more is becoming evident as more publicly visible trustees seek to represent a community on the school board. Indeed, there are many factors that influence trustees in their selection of decisional alternatives, especially as they function in an organizational context.

#### Decision Making in Organizations

In organizations it is purported that individuals are not as rational as they might be. Simon and March conclude that the behavior of an individual can, within limits, be deliberately controlled.<sup>39</sup> Simon specifically suggests that man does not have, nor can he get complete knowledge of alternative courses of action or the consequences of each alternative. For Simon, the basis of decision making theory in organizations is that the quality and quantity of decision premises are constrained by the physical and mental characteristics and previous experience of its members, and by the social, political and economic environment of the

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<sup>38</sup>Lawton, Stephen, "Models, Analysis and Interpretation of Educational Trustee Voting Behavior", ERIC, October 1, 1971.

<sup>39</sup>Perrow, Charles, "The Short and Glorious History of Organizational Theory in Organizational Dynamics." American Management Association, summer, 1973, and March, James, G. Handbook of Organizations. Rand McNally, Chicago, 1965, p. 619.

organization and its members.<sup>40</sup> To further the argument about constraints that influence the decision making process of an individual in an organization, Simon introduced a psychological model of organizational decision making into the literature that stands in distinct contrast to many other economic decision making models. The economic models seek to describe maximization processes whereas the psychological model is essentially one dealing with individual human beings.<sup>41</sup> The relevancy of this model to the role of a trustee is found in the significance it places on the individual in an organizational context and essentially it is the individual that warrants the closest attention.

In the case of school boards however, a trustee has no legitimate authority as an individual. The trustee receives his/her authority as an elected individual member of a collectivity, namely the school board. As a result of this loss of individuality, members must constantly regard themselves as vital components of a larger legislated body whose collective directions and decisions are subject to the exercised influence of each member. In essence this shift from personal decision making autonomy and responsibility to that of the autonomy and decisional responsibility of a collectivity or group, generates a motivation for a personal

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<sup>40</sup> March, James, op.cit.

<sup>41</sup> Thompson, James D., and Tuden, Arthur, "Strategies, Structures and Processes of Organizational Decision", Kolb, et. al., op. cit., p. 100.

shift in identity and cognitive functioning of individuals found in such circumstances.

For the purpose of illustration the use of a sports analogy might apply here. The game to be considered is that of group decision making in which individual participants are required to make specific decisions on issues. However, individual preferences now become subservient to preferences of the group. Consequently the decisional variables once relevant to individuals now stand juxtaposed with those of the legitimized group and assume second place status if it so happens that the group decisional criterion differs from theirs and dominates. In other words, the game of decision making is still the same as always, but the rules of this game have changed from those applicable to individual persons as independent individuals in a relatively open society to those applicable to and for the benefit of an identifiable group. A group composed of these same individuals. Behavioral variations might readily be evident in persons assuming this new group role.

Although a school board may not be regarded as a group with characteristics identical to a group that has been created because of the will of its members, many functioning aspects of board groups relate closely to those of volitional groups. Groups have been described as "an aggregate of organisms in which the existence of all is utilized for satisfaction of the needs of each."<sup>42</sup> This description is not highly characteristic

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<sup>42</sup>Sergiovanni, T.J., and Starrett, R.J., Emerging Patterns of Supervision: Human Perspectives, McGraw-Hill, Toronto, 1976, p. 181.

of a board group but rather of a volitional group. Others describe a group as a collection of persons which is mutually reinforcing.<sup>43</sup> This is somewhat more like the group characteristics of a board. More characteristic of a board group is the extent to which participants find this group membership rewarding. Schein asserts that whether a group will work effectively on an organizational task and at the same time become psychologically satisfying to its members depends in part on the composition of the group.<sup>44</sup> To be psychologically satisfying is an important aspect of group existence. To function effectively in accomplishing a task, in addition to the satisfaction variable there must be a degree of consensus on basic values and on a medium of communication.<sup>45</sup>

When a board functions as a group it will provide some form of need satisfaction for its members who in turn are expected to provide the group with loyalty, effort and interest.<sup>46</sup> This does in fact occur with boards that become cohesive and find that much strength exists in the close cooperation of its members. Homans noted that management is frequently suspicious of strong informal work groups because

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<sup>43</sup> Sergiovanni, T.J., and Starrett, R.J., op.cit.

<sup>44</sup> Schein, E.H., Organizational Psychology, Prentice-Hall, New Jersey, 1970, p.88.

<sup>45</sup> Ibid.

<sup>46</sup> Ibid.

of their potential power to control the behavior of their members, and, as a result, the level of productivity.<sup>47</sup> According to him there are three prevalent elements in a social system.<sup>48</sup> Activities are the tasks that people perform. Interactions are the behaviors that occur between people in performing these tasks. And sentiments are the attitudes that develop between individuals and within groups. It is argued that a change in any of these three elements will produce some change in the other two.<sup>49</sup> School boards characteristically possess these elements in spite of the fact that they exist as an instituted organizational group rather than one chosen exclusively by its membership. Because of this group phenomenon, it may be concluded that dynamic factors such as events and processes which occur during the life of a group significantly affect the character of a group.<sup>50</sup> Such dynamics exert a significant influence on the success or failure of the group in terms of task accomplishment and the meeting of psychological needs.<sup>51</sup> Trustees, as do most persons in groups, engage in activities, interact and experience intergroup sentiments which are all subject to change.

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<sup>47</sup> Homans in Hersey and Blanchard, Management of Organizational Behavior; Utilizing Human Resources, Prentice-Hall Inc., New Jersey, 1972, (2nd edition), p. 48.

<sup>48</sup> Ibid.

<sup>49</sup> Ibid.

<sup>50</sup> Schein, op. cit.

<sup>51</sup> Ibid.

To acquire understanding of a group an awareness of the relationship between personal rewards and investments is fundamental. Sergiovanni and Starret state that:

Individual group participants will tend to become marginal group members or to withdraw from the group when their rewards cease or become out of proportion to their contributions to the group.<sup>52</sup>

Other group members, it may be noted abandon their group membership when the group is no longer potent enough to provide the kind of need satisfaction that they require. Homans suggests that in the case of a group member as an investor, the investor must perceive that the rewards he earns as a result of his active membership exceed his investment in the group.<sup>53</sup>

Again, members of boards tend to subscribe to descriptions of behavior of individuals in a group. Even if the group is legitimized through legislation; the intense personal and group implications of functioning as elected representatives on a board impact greatly the decision making processes of trustees. Part of this impact is felt when personal conflicts result from individuals participating and voting in a collectivity of other board members. These are frequently expressed by trustees. This personal phenomenon was emotionally and aptly articulated by Benjy Levin, a young trustee, in his "Reflections

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<sup>52</sup>Sergiovanni et.al., op. cit., p. 181.

<sup>53</sup>Ibid.



on Past Disillusion".<sup>54</sup> In his article Levin shares the frustrations he encountered as a young and new trustee on an established school board in Manitoba. His primary concern at the time dealt with the inadequacy of his own influence on the large board and the board's insensitivity to and inability to accommodate necessary educational changes. Levin gave up trying and ended his paper by implying that problems of school governance might well defy solution.

The constraints of Simon's model cited earlier accommodates the experience of trustee Levin. Thompson and Tuden however, in speaking to similar issues concluded that Simon's psychological model was too constraining and developed a sociological model of decision making which they suggested was neither described nor predicted by econological or psychological models. Their purpose in developing this model was to have one which was neither culture-bound nor discipline-bound, and contained no evaluative or normative elements.<sup>55</sup> The work of these two researchers lends support to the argument that an individual's sociological environment exerts a considerable amount of influence on the actual decisions that he will make. For trustees this is particularly significant in that the primary reason for them being trustees at all is the fact that their sociological and geographical community chose or accepted them to occupy such a

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<sup>54</sup> Levin, Benjy, "Reflections on Past Disillusion", Interchange, Vol. 6, No. 2, 1975, pp. 23-31.

<sup>55</sup> Thompson and Tuden, op. cit., p. 100.

position.

In spite of countering arguments however, Simon's psychological model remains relevant to this study. He popularized the "satisficing" concept that depicts the limited rationality of an individual making decisions in an organization.<sup>56</sup> This notion of satisficing exists in direct contrast to that of optimizing. Simon contends that most decision making, whether individual or organizational, is concerned with the discovery and selection of satisfactory alternatives and only in exceptional cases is it concerned with the optimal alternatives.<sup>57</sup> Essentially, to optimize requires processes more complex than those required to satisfy. Perrow, in commenting on the research of Simon and March expressed this observation:

They called these characteristics "cognitive limits on rationality" and spoke of "satisficing" rather than maximizing or optimizing.. It is now called the "decision making" school, and is concerned with the basic question of how people make decisions.<sup>58</sup>

How people make decisions in a managerial context, then, is a question begging a rather complex answer. Vroom,

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<sup>56</sup>Simon, Herbert A., "A Behavioral Model of Rational Choice". Quarterly Journal of Economics, February, 1955; reprinted in Simon, Models of Man, New York: John Wiley & Sons, 1957.

<sup>57</sup>Perrow, Charles, "The Short and Glorious History of Organizational Theory", in Tosi, Henry and Hammer, Clay, Organizational Behavior and Management, a contingency approach. St. Clair Press, 1974, p. 12.

<sup>58</sup>Perrow, Charles, op. cit., p. 13.

in studying managerial decision making, refers to decision making as an information-processing activity, frequently one which takes place within a single manager.<sup>59</sup> In his view, decision making in organizations is a social or interpersonal process rather than a cognitive one. In essence it is virtually impossible for an individual to say, with credibility, that he/she has decided upon an issue on the merits of a single factor or for that matter on the merits of a number of factors. Rather, it is most likely that the individual who was required to make a decision made this decision on the basis of many factors, some consciously, others sub-consciously, but nevertheless operative in his/her cognitive appraisal processes.

#### Summary of the Literature

The literature reveals convincingly that school trustees are frequently required to make decisions as individuals and collectively in their official capacities. The writings of the following authors referred to: McCarty and Ramsey 1971; Boyd 1974; Lutz 1974; Peterson 1976; all indicate that many are the influences that impinge upon the individual board members as he/she arrives at the decision of which vote to cast. A more recent phenomenon of this public school board decision making arena is the politicization of the whole school governance process. Educational systems across the nation are finding themselves at the crossroads of vociferous public demands

<sup>59</sup>Vroom, Victor, "A New Look at Managerial Decision Making". Kolb, et. al. Organizational Psychology: A Book of Readings, 2nd ed., Prentice-Hall, New Jersey, 1974, p. 63.

and shrinking resources required to meet them: (Williams, Montreal, IIP '78, Hickcox, CSTA-Toronto, 1978, William Taylor, Vancouver, IIP '78).<sup>60</sup> In Ontario the Commission on Declining Enrolments has identified declining enrolments and shrinking budgets as critical challenge for educational leadership.<sup>61</sup> School boards in particular are being challenged to do more with less and to make potentially unpopular decisions with respect to the large teacher staffs under their employ. These matters of conflict, it is conjectured, weigh heavily on the minds of trustees as decisions are contemplated and imminent.

The individual trustee however, is not alone in this decision making endeavor, for with him or her are usually ten to twenty other trustees whose decisions along with his/her own will determine the official posture and policy of a board in relation to specific issues at hand. Each board member

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<sup>60</sup> Addresses given at major educational conferences held in Canada in the spring of 1978.  
Hickcox, B., "The Teacher Supply in Declining Enrolments", CSTA Conference, June 1978, Toronto, Ontario.

Taylor, W., "Coping with Contractions", IIP '78, May 1978, Vancouver, British Columbia.

Williams, T.R., "The Future of Educational Administration in Canada", IIP '78, May, 1978, Montreal Quebec.

<sup>61</sup> Jackson, R.W.B., "Declining Enrolments and Shrinking Budgets: A Challenge to Educational Leadership", Quebec City, Quebec, September, 1978.

functions as part of an organization and as such is subject to organizational decision making constraints. In addition to this, each trustee must frequently determine whether his/her own decision will 'maximize' the choice of alternatives or merely 'satisfice' to minimize the adverse effects of a choice that was less than the best.

Included in the milieu of trustees' decision making is an awareness, at least by the astute trustee, that other members of his/her board might be making decisions on the basis of a pluralistic societal orientation or from an orientation ideological in nature, mitigating against compromise. A distinct possibility also exists that a school board may represent the above two major patterns of voting behavior, and that members subscribing to yet another behavioral bargaining pattern, conceivably of lesser political strength, might indeed cast the deciding vote on issues that are contentious in nature. The manner and criterion by which trustees actually decide on board issues remain the central question and purpose of this research study.

## CHAPTER III

### CONCEPTUAL FRAMEWORK OF THE STUDY

#### Introduction

The theory of the "economic" individual suggests that decisions are directed toward a single, unchanging goal and that rational decisions can be reached to meet that goal.<sup>62</sup> Theoretically, economic individuals know all alternatives available in a given solution, behave rationally, are able to order their preferences according to their own hierarchies of values and always seek to maximize some desired value. Current education systems, however, seriously test the applicability of this classical decision making theory. Modern theorists argue that goal stability and consensus can never be fully realized due to both environmental changes and individual differences.<sup>63</sup>

#### School Boards

School boards are responsible for public educational policy and this, according to Peterson, is formulated through bargaining and negotiation among a plurality of individuals, groups, agencies and interests.<sup>64</sup>

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<sup>62</sup>Filley, House and Kerr, Managerial Process and Organizational Behavior. Scott, Foresman and Co., Glenview, Ill., 1976, 2nd edition, p. 107.

<sup>63</sup>Ibid., p. 108

<sup>64</sup>Peterson, Paul, School Politics Chicago Style, op. cit., p. xi.

Housego, in discussing the nature of pluralistic politics, expresses the assumption that interest groups are at the heart of the political process of educational decision making.<sup>65</sup> He explains however, that interest groups in conflict are not the only ingredients of the political process, but in so far as groups are organized, they are the structures of power. In Latham's terms this is so because, "the groups concentrate human wit, energy and muscle for the achievement of perceived purposes."<sup>66</sup> Williams and Wiles, in describing the Ontario trustee's role in decision making, conclude that the new larger and fewer boards in this provide make the trustee's policy role one of fence-sitting.<sup>67</sup> They add that policy issues are solved more and more on a temporary, ad. hoc., basis without continuity of political strategy or tactics.<sup>68</sup>

A school board's arena of operation is truly pluralistic in character and literally thwarts the theory of rational and economic decision making. Katz speaks of a see-saw or reciprocity dimension of organizational decision making by suggesting that every decision or choice affecting the whole enterprise has

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<sup>65</sup>Housego, Ian, In School Boards and the Political Fact, op. cit., p. .

<sup>66</sup>Latham, Earl, "The Group Basis of Politics: Notes for a Theory", American Political Science Review, 46, No. 2, June 1952, p. 382.

<sup>67</sup>Williams and Wiles, op. cit., p. 35

<sup>68</sup>Ibid.

negative consequences for some of the parts.<sup>69</sup> Decision makers must precariously make their way through an unending series of imbalances toward a constantly redefined goal. The result is continuous rejection, clarification, redefinition and alterations of goals.<sup>70</sup> In other words, group theorists contend that every policy helps someone and hurts someone.<sup>71</sup> For school boards specifically, law's and policies operate to the advantage of some groups and to the disadvantage of others.<sup>72</sup>

#### An Ontario Urban School Board

The Ontario urban school board exists as a classic portrayal of the preceding decision making theories. The reorganization of Ontario school board jurisdictions in 1969 influenced the modes of policy making and decisional processes of school trustees, by enlarging the units of administration and placing greater distance between the elected and the elector. Furthermore, the politicization of educational systems is increasing. Trustees of boards are now compelled to consider new variables of increased public attention, organized and vocal interest

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<sup>69</sup> Katz, R.L., Management of the Total Enterprise, Prentice-Hall, 1970, p. 13.

<sup>70</sup> Ibid.

<sup>71</sup> Housego, Ian, op. cit., p. 13

<sup>72</sup> Ziegler, Harmon, Interest Groups in American Society, Englewood Cliffs, N.J.: Prentice-Hall, 1963, p. 23.



groups, larger and more experienced staffs or professional administrators and much younger and politically informed trustees. A study of decision making in an organization context is now apropos., to the urban school board selected for this study.

#### Trustee Decision Making

For decision making in an organizational context, Mouzelis asserts that a decision maker's choice is always exercised with respect to a limited, approximate and simplified model of reality.<sup>73</sup> In fact, he adds, these limited premises perceived by the individual are themselves the outcome of psychological and sociological processes which a student of decision making would have to identify and analyze.<sup>74</sup> This research aimed to find out what these models of reality for the trustees of one board of education were through an in depth study of decision making behavior in an actively functioning board where votes were frequently cast. To pursue such a direction demanded a high degree of trust between the researcher and the sample. As the study progressed, many occasions developed where it became essential that a trustee provide freely and it is hoped truthfully, his/her perceived determinants of a specifically completed choice.

Mouzelis' argument, to continue with trustee decision making, regarding the psychological and sociological variables

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<sup>73</sup> Mouzelis, Nicos, Organization and Bureaucracy: An Analysis of Modern Theories. Chicago: Aldine Publishing Co., 1967, p. 125.

<sup>74</sup> Ibid.

impinging upon individuals as they decide is supported by Simon in his assessment of the work of social scientists:

As social scientists we are interested in explaining human behavior. Taking the viewpoints of the social psychologist, we are interested in what influences impinge upon the individual human being from his environment and how he responds to these influences.<sup>75</sup>

Simon's statement is precisely what this study sought to accomplish in terms of studying the trustees who made up a school board and who had to make decisions in a milieu of greatly diversified and intense influences that were sociological, personal and political in nature. To procure the needed data for such a study, research designs and studies conducted by McCarty and Ramsey, Ziegler, Boyd and Peterson, were employed in developing the design for this study.<sup>76</sup>

The research variables considered for this study included extensive reference to the environmental and contextual influences so evident in Boyd's work. Included also are the variables identified by Ziegler who, in his research on boards, emphasizes the systematic observation and recording of communication and influence within a district. He recommends paying

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<sup>75</sup> Mouzelis, op. cit., p. 137.

<sup>76</sup> McCarty and Ramsey, School Managers, op. cit., 1971.  
Ziegler and Jennings, Governing American Schools, op. cit., 1974.  
Boyd, W., School Board-Administrative Staff Relationships, op. cit., 1975.  
Peterson, P., School Politics Chicago Style, op. cit., 1976.

close attention to interactions between the board and the superintendent, the board and community interest groups; but also within the bureaucracy and between the bureaucracy and the superintendent. McCarty and Ramsey provide a background for characterizing a board and identifying leadership requirements. They also provide field-tested probe questions relating to these variables. The decision making process variable, a specific adaptation for this study made to Boyd's trustee-administrative staff relationship model, also found expression in Peterson's work in the Chicago school system. He identified particularly the pluralistic and ideological models of decision making as two extremes in the political arena of school governance.

In summary, the question of how trustees of a school board decide on issues was considered in the light of community characteristics and influence, interactions within the board and within the board and administrative staff, the characteristics of a board and its leadership requirements, and the process a board initiated and sustained in making decisions.

#### Research Design

The work of William Boyd was regarded as most pertinent for this study in that his work appeared after both the McCarty and Ramsey and Ziegler and Jennings studies. Boyd's research certainly complements the work of both McCarty and Ramsey, and Ziegler and Jennings, but also goes beyond and shows more depth in

areas relevant to this study. A major finding of the McCarty and Ramsey study suggested that because of increasing politicization, the educational administrator is engulfed in a pressure-packed set of constraints.<sup>77</sup> Ziegler and Jennings, according to Boyd, conducted a substantial study but their data base was small though not space bound. One of their primary findings indicated that for the most part school boards do not govern but legitimize the superintendent's policy.<sup>78</sup> From Boyd's position on school board-administrative staff relationships, McCarty and Ramsey's study does not make an impressive case for the impact of community power structure upon the control of educational policy making. He also does not support Ziegler and Jennings' view of no governance but merely legitimation by boards.<sup>79</sup> In support of Boyd's criticism of McCarty and Ramsey, Lutz refers to local boards as socio-cultural systems.<sup>80</sup> It is Lutz' opinion that much of the literature on decision making relates the socio-economic structure of the community to the governance pattern it adopts. In particular, he voices misgivings about the fact that cultural aspects of

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<sup>77</sup> McCarty and Ramsey study of 1971 critiqued by Boyd in "The Public, The Professionals, and Educational Policy Making: Who Governs?" Teachers' College Record, op. cit., p. 540.

<sup>78</sup> Ziegler and Jennings, op. cit.

<sup>79</sup> Ibid.

<sup>80</sup> Lutz, Frank W., "Local School Boards as Sociocultural Systems" in Cistone's Understanding School Boards, op. cit., p. 63.

the community have been largely avoided. To support this position he poses five propositions which speak to the socio-cultural impact on decision making for school boards. Three of these have been included here for their relevance to this proposed study and for the support they lend to Boyd's theoretical position:

1. all educational decisions are either political decisions or have political implications;
2. local school boards are the decision makers about specific public education programs regardless of the wide range of pressures from all levels;
3. local school boards are themselves socio-cultural systems and behave in fashions dictated by prescribed cultural parameters.<sup>81</sup>

Lutz' observations further support the relevancy of Boyd's model for this research by describing the milieu in which trustees must decide and its similarity to the contextual variables which Boyd takes into account:

Local school boards are pressured from every side as they decide and institute policy that governs the educational programs in their school districts. They are pressured by federal court decisions, federal agencies, availability of state legislation, local factional interest groups, the educational bureaucracy and teacher and employee unions. Either because of these pressures or influences, or in spite of them, they do decide on what education will be in that local district. As such, school boards decide independently of these pressures, but that they are the body that finally decides .... Regardless of the issue and the attempts at influence and exercise of power, the local board decides.<sup>82</sup>

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<sup>81</sup>Lutz, Frank W., op. cit., p. 63.

<sup>82</sup>Ibid., p. 64.

Although the Boyd research concentrates specifically on board-staff relationships, his six identified contextual variables are adequately supported in the theoretical literature of decision making and may readily be applied and adapted to a study of decision making in an urban school board. Boyd states that in studies considering board-staff relationships, a minimum of six contextual variables should be taken into account.<sup>83</sup>

These variables however, do not appear to consider specifically a relevant variable described by Peterson in his study of the Chicago school board. Peterson stated that, "Only by building coalitions, compromising differences, and reaching agreement could policy be formulated."<sup>84</sup> This is obviously a political variable that relates specifically to the process of decision making. It is this researcher's view that for the purposes of this study, this process variable must be integrated with Boyd's data collection model.

Boyd's model for the study of board-staff relationships with a description of each of his six contextual variables is included here, followed by an adaptation of his model for the purpose of this study specifically.

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<sup>83</sup> Boyd, W., "School Board-Administrative Staff Relations", op. cit., p. 124.

<sup>84</sup> Peterson, Paul, School Politics Chicago Style, op. cit., p. 39.

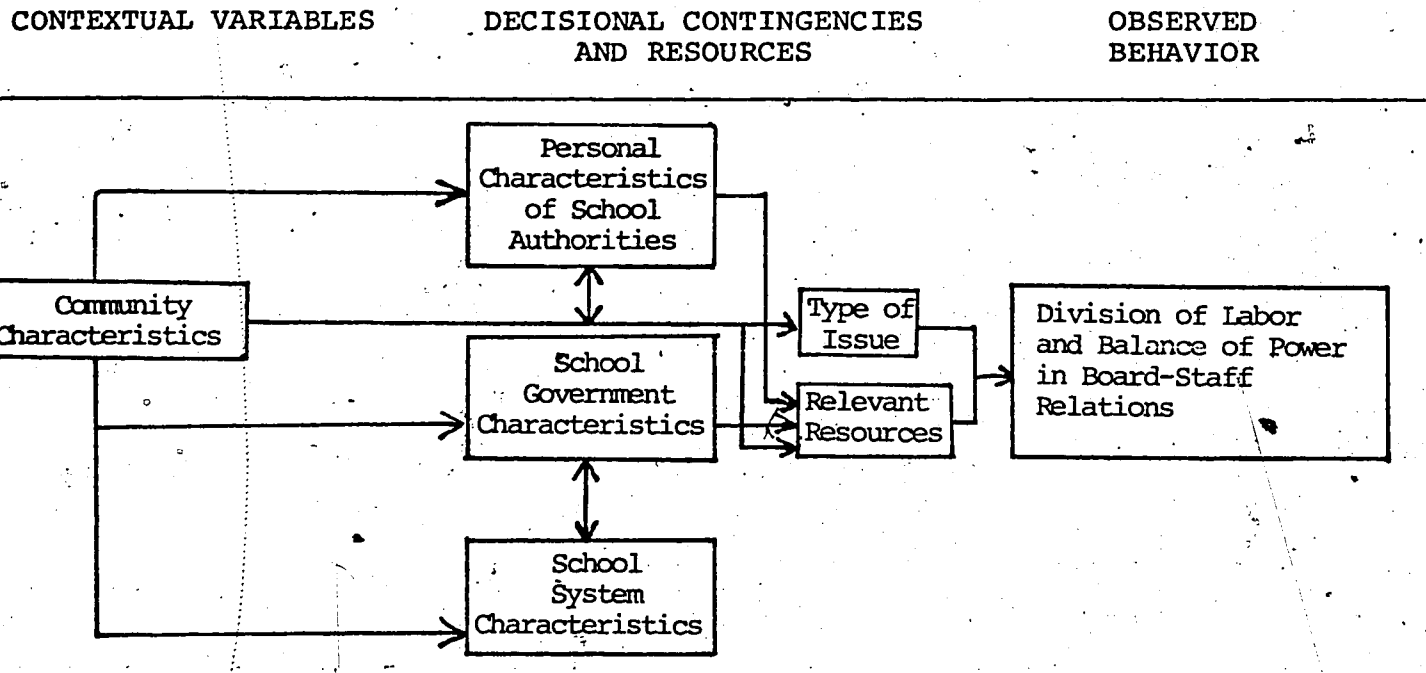


FIGURE 1. Categories of Factors Affecting School Board-Administrative Staff Relationships.

Boyd's description of the six key variables include:

1. Community Characteristics: size; heterogeneity; socio-economic status; educational expectations and ability to finance educational services; political culture; management resources, structural conduciveness to conflict; history of school-community relations; stable or changing community.
2. Personal Characteristics of School Authorities: prestige; socio-economic status; occupation, income and education; motivation for serving; leadership skills; sex.
3. School Government Characteristics: partisan or nonpartisan; elected or appointed board; degree of fiscal independence.

4. School System Characteristics: goal diffuseness; vulnerability of system; quasi-professionalism; problems of formal coordination and control.

5. Type of Issue: routine or strategic; functional decision making area concerned; allocative characteristics (who benefits, who loses?).

6. Relevant Resources: rank authority, technical authority (expertise) knowledge and availability and control of information; status and prestige; management resources and leadership skills; community's demand (or lack of same) for representation; traditions; type and strength of community organizational network.<sup>85</sup>

#### Boyd's Model Adapted

The adapted model includes two modifications of Boyd's board-staff relationship model. These modifications were made by inserting a 'Process Variable' as defined by Peterson earlier, as an evident political dimension of school board decision making, and by altering the working in the last category of OBSERVED BEHAVIOR to read 'Individual Trustee Decision Making and Voting Behavior'. The process variable has been located just at the end point of the six contextual variables illustrated by Boyd and finds its theoretical justification in the work

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<sup>85</sup> Boyd, W., op. cit., p. 122-123.



of Peterson (1976) and Alexander (1972).<sup>86</sup> Alexander's analysis of "The Institutional and Role Perception of Local Aldermen", provided much impetus for the validity of considering such a process variable in a decision making study of publicly elected governing officials in Canada.<sup>87</sup> His analysis generated a hypothesis that public scrutiny of city council decision making procedures affects the actual decisions made. In one city, of the two Alexander studied, a high level of correlation existed between its aldermen's perceptions of the importance of issues and their notions of the public's perceptions of the importance of issues. This was hypothesized to be so because the entire decision making process of this city was open to public scrutiny. Essentially, this process variable may be likened to the "anticipated reactions" or "intended or indirect influence" referred to in Alexander's analysis and applied by Dahl and Presthus in their community studies.<sup>88</sup>

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<sup>86</sup> Peterson, Paul, op. cit., Alexander, Alan, "The Institutional and Role Perception of Local Aldermen," in Feldman, Lionel D. and Goldrick, Michael D., Politics and Government of Urban Canada: Selected Readings, Methuen, Toronto, 1972, 2nd edition, pp. 139-152.

<sup>87</sup> Alexander, Alan, Ibid.

<sup>88</sup> Alexander, Alan, Ibid., Dahl, R.A., Who Governs? op. cit. Presthus, Robert, Men at the Top, New York: Oxford University Press, 1964

In reality, a trustee must be effected by the process variables prior to the actual casting of a vote. Once a trustee has proceeded through this stage his/her mind has been made up and he/she is now prepared to have his/her vote counted in a collective decision following the completion of his/her personal decision.

## CONTEXTUAL VARIABLES

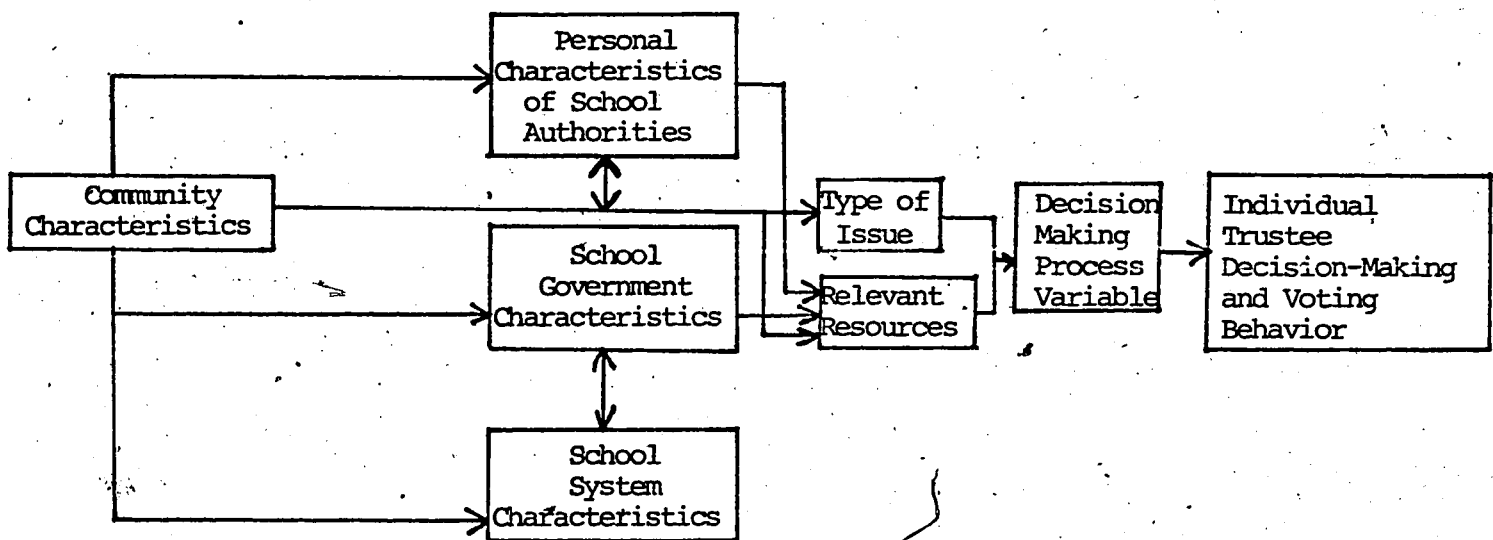
DECISIONAL CONTINGENCIES  
AND RESOURCESOBSERVED  
BEHAVIOR

FIGURE 2. Adapted Research Design. The variables depicted in the two blocks under the category of OBSERVED BEHAVIOR are the modifications made to Boyd's model depicted in Figure 1.

To provide specificity in eliciting information from the respondents, each contextual variable of this research design required the development of related specific questions. For this purpose the work of McCarty and Ramsey was used exten-

sively.<sup>89</sup> In their study of power and conflict in American public education, 51 school boards were researched to determine the general nature of leadership and decision making in the accompanying communities. Their interview questions were designed to cover specifically the type of community power structure, the type of school board and the type of role performed by the employed superintendents. Four types of each were identified and researched in each of the above three categories.<sup>90</sup> The central premise of their research model postulated that structure and roles are interrelated and that the nature of the power structure of the community effects the way a professional must play his role if he is to survive in that community. Since the work of McCarty and Ramsey relates and pertains directly to the primary issues considered in Boyd's study, the 'Probe Questions' became the basis for the development of a structured interview questionnaire for the gathering of data for this study.<sup>91</sup> In addition to the 'Probe Questions' of McCarty and Ramsey, Ziegler and Jennings' study (1974) provided specific background information for the variable of 'School Government Characteristics' and 'School System Characteristics' depicted in Figure 2. under the category of DECISIONAL

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<sup>89</sup> McCarty and Ramsey, The School Managers: op. cit., pp. 244-254.

<sup>90</sup> ibid., p. 1.

<sup>91</sup> McCarty and Ramsey, op. cit., Probe Questions, pp. 253-267.

CONTINGENCIES AND RESOURCES. Questions were also developed from the research of both Peterson and Alexander because of the particular relevancy of their research to the political implications of a decision making process.

#### IV

#### METHODOLOGY

##### Data Collection

The work of Lutz and Iannaccone was used as primary reference material in conducting this field study of trustee decision making.<sup>92</sup> The collection of data, its analysis and the writing of this thesis followed closely the procedures recommended by the above two authors. Data collection in the social sciences is frequently done by a 'Field Description' method. For educational research specifically, 'Field Description' techniques are regarded as suitable. It was the 'Field Description' techniques that were used most extensively to obtain data that could not be acquired through structured interviews that were also conducted. The validity of these data collecting procedures is convincingly substantiated by both Dahl and Polsby who insist that in order to understand who made decisions and how they were made, the researcher must observe the decisions being made and the power being exercised to influence these decisions.<sup>93</sup> Cunningham reinforces this same argument by stating that, "Only through intensive field work

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<sup>92</sup> Lutz, Frank W. and Iannaccone, Laurence, Understanding Educational Organization: A Field Study Approach. Charles E. Merrill Publishing Co., Columbus, Ohio, 1969, pp. 97-144.

<sup>93</sup> Dahl, Robert, Who Governs? op. cit., Polsby, Nelson, Community Power and Political Theory, New Haven Connecticut: Yale University Press, 1963.

involving extensive interviews can the fabric of decision really be discerned.<sup>94</sup>

This researcher's actual role in the collection of data through observation consisted of a combination of three previously identified roles:

- 1) the participant as an observer
- 2) the observer as a participant in school governance and administrative proceedings, and
- 3) the observer as a non-participant.<sup>95</sup>

Data for this study was gathered in three specific ways:

1) through personal interviews with all trustees, the director, administrative officials and community school leaders of a specific school board, 2) through recorded observations of private and public board meetings, and 3) through a study of board agendas tracing the inception of specifically identified major board issues to the passing or rejection of these issues by the board.

All data were collected in a systematic and organized manner. The research interview-questionnaire was used exclusively for intensive and detailed interviews. Board sessions, private and open, and committee meeting observations were made using an information recording guide adapted from Christensen's clinical

<sup>94</sup> Cunningham, Laverne L., "Community Power: Implications for Education," in Politics of Education in the Local Community, eds. R.S. Cahill and S. Hencley, Danville, Ill., The Interstate Printer and Publishers Inc., 1964, pp. 19-50.

<sup>95</sup> Lutz and Iannaccone, op. cit., p. 112

psychology model designed for gathering information of the socialization history of a client.<sup>96</sup> Christensen's model was designed to elicit specific information from clients through a process of natural dialogue, observation and questioning between the psychotherapist and client, and facilitates the generating of relevant hypotheses. Raw data collected and recorded in this manner were selected for its relevancy and suitability for the generation of hypotheses related to trustee decision making.

Although all trustees of this board were contacted and interviewed for this study, it was assumed that newly elected trustees were not as familiar with operations of the board as were those with experience in this area. Consequently, trustee experience on a board was used as a variable in performing the data analysis.

Collection of data through observation took place over a period of three and one half consecutive months. During this time this researcher was given total access to all official proceedings of this board. This access included meetings in caucus, private sessions of only several or all trustees, all sessions in camera, and of course, all open board meetings. Board sessions attended for purpose of data collection included: twelve open

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<sup>96</sup>Christensen, Cliff, Chairman of the Department of Applied Psychology, OISE, 1977, has devised this model for use by students in actual practice of psychotherapy and counselling.

full-board meetings, seven private board sessions, seven meetings called especially for dealing with specific issues and one board caucus meeting.

In addition to data collected through observing trustees function in their official capacities, interviews of two to three hours in length were conducted with each of the ten trustees currently on the board, as well as with two who were on it during the previous term of office. Further interviews were conducted with two trustees from adjacent urban boards, three supervisory officers of the board under study, and three directors of education of urban school boards. The trustees from adjacent boards were interviewed because of their expressed interest in this study and to provide information relative to the decisional impact of other agencies.

These interviews rigidly followed an interview-questionnaire developed for this purpose. To illustrate the construct validity of this questionnaire, its process of development has been described here.

#### Interview Questionnaire

To facilitate structured interviews an interview questionnaire was designed to elicit data based on the contextual variables as described in the section entitled research design. Items for the instrument were developed from the research designs of



Alan Alexander (1972), McCarty and Ramsey (1974), Peterson (1976), and from preliminary interviews with trustees.<sup>97</sup>

The piloting process for the development of the interview questionnaire began with preliminary interviews with five trustees from various boards. These advance interviews provided information regarding the relevancy of questionnaire items, assisted in adding or deleting items and helped establish the time frame necessary to complete an interview. In each case, the response of the interviewee was positive with each respondent asking for end results of this research. In fact, they were willing to provide more information than this study called for. Included in the development process of this instrument were the recorded notes from bi-monthly board meetings, education council meetings and committee meetings of the school board used for this sample dating from February until May of 1976.

To minimize distortion through bias, the interview questionnaire was fashioned on the basis of previous research and through the conducting of pilot tests mentioned earlier.

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<sup>97</sup> Alexander Alan, op. cit., Use was made of his research on decision making behavior of city councils in Port Arthur and Fort William.

McCarty and Ramsey, op. cit., A number of their 'probe questions' used in their research of 52 school boards were used.

Peterson, Paul, op. cit., His research was regarded as applicable to the process variable of voting behavior because of its specific reference to pluralistic and ideological political extremes.

These tests included a series of trial interviews with trustees and discussions with the director and administrative officials of this board. Subsequent to each interview the instrument was modified according to the response received.

The items of the questionnaire have been organized to coincide with the research design diagrammed in Figure 2, p. 40. The questions used ranged from specific enquiries regarding the respondent's perception of the societal context in which he/she functioned as an elected member of a board to his/her perceptions of school administrative and governance procedures. The interview questions also made reference to the respondent's perception of the importance of issues and the handling of them, on to very specific perceptions of his/her own role as a trustee. Respondents were also asked to provide their perception of the various influences that constrained a rational choice throughout the process of arriving at a decision.

#### Summary

The methods of data collection employed for this study provided information relevant to overt and latent processes of power and influence impinging on the educational decision making of this urban board.

As the data accumulated a profile of decision making behavior developed for each trustee of the board under study. This collected and recorded information of board behavior as well as that of individual trustees permitted an analysis of

the primary problems and sub-problems of this research. This analysis assisted in identifying the primary factors that influence trustee decision making. These identified factors were returned to the same trustees who were then asked to rank order them for themselves and for all other trustees on this board. The purpose of this exercise was to determine the relative decisional importance of these factors. This ranking technique also allowed for the comparison of individual trustee perceptions of other trustees' primary decisional determinants with the way they were perceived by the individuals themselves. These data further permitted the generating of further hypotheses regarding trustee decision making outside of the context of self and others rankings.

Respondents for this study were drawn from one urban school board consisting of ten trustees, one director, two superintendents, six assistant superintendents of education and community educational leaders as evidenced by their official capacity in school related organizations. Interviewees and the board have been guaranteed anonymity and the results of this research will be disseminated to participants only should it be requested.

The data recording and trustee profile developing formats appear in the appendix along with a copy of the interview questionnaire (pp. 394-397).

### Study Implications

This study involved an in-depth investigation of decision making by trustees elected to an urban school board in a large Canadian city. Its product comprises a description of some factors considered by this sample prior to registering their vote on specific board motions. Underlying this analysis was an assessment of the importance of each decision making factor to each trustee for his/her own making of decisions.

This research also provided insight on several related matters. The first concerns the involvement of the director of education in school trustee decision making. The second involved the relative influence of administrative staff on the one hand, and school trustees on the other; in shaping the decisions made by school boards.

Analyses of these data resulted in the generating of hypotheses rather than the testing of hypotheses. This single board study essentially exists as a study of a composite of things that influence the decision making of trustees. No such studies, with the exception of work done by Williams (1974) and Lawton (1974), on voting behavior of school board members exist in the Canadian context.

### Limitations and Delimitations

This study reflects the weaknesses inherent in research dependent on data collected through interviews and observations. It is also subject to the author's own biases even though measures were constantly taken to minimize these. Some of these biases included a more rural-western Canadian orientation to education for evaluating qualitative decision making. This author also held

some reservations over the sincerity of administrators in educational systems to openly and honestly involve their board members in system-wide decisions. Furthermore, the raw data were collected shortly after the 1976 school board elections. This political dynamic appeared to influence the perceptions trustees had of themselves and of their function of decision making. The study involved only one urban board and consequently, the conclusions drawn in it may be applicable only to other boards of similar composition and characteristics. Furthermore, making generalizations on the basis of the finding of this single, in-depth study is not recommended. Rather, the study suggests directions for future research and raises questions concerning board and administrative behavior.

#### Analysis Procedures

As was mentioned in an earlier chapter, the participant observation style of research is characteristically used for seeking analytic descriptions of complex social organizations.<sup>98</sup> Data for this study were primarily obtained through participant observations. Field notes were recorded from twelve board meetings, seven private board sessions, seven related meetings which ranged from teacher-board liaison to specific work group and committee meetings, numerous telephone call-backs to trustees after specific meetings; and a tabulation of actual voting behavior on 100 specific issues. Extensive interviews were also conducted.

This information-gathering was made possible, largely, by repeated, genuinely social interaction with members of the organization under study.<sup>99</sup> The analysis of these data was conducted through the use of a research design in which the

<sup>98</sup> McCall-Simmons, Issues in Participant Observation, op.cit., p.26

<sup>99</sup> Ibid.

generation of hypotheses, the gathering of data and the testing of hypotheses were carried on simultaneously at every step of the research process. In essence, McCall and Simmons' Constant Comparative Method of data analysis was used as a model for this study and applied where possible.<sup>100</sup> This study acknowledges the worth of this method of analysis but also recognizes that not all steps can be followed in detail. The following steps constitute this form of data analysis:

1. compare incidents applicable to each category;
2. integrates categories and their properties;
3. delimit the theory;
4. write the theory;

In identifying specific decision making determinants for individual trustees the following procedures were followed:

1. All field notes data were reviewed and ordered so that all participatory comments made by individual trustees at meetings appeared on an individual trustee profile sheet.
2. These trustee profile sheets were reviewed for the purpose of generating hypotheses about their decision making determinants.
3. After recording all hypothesized determinants, a frequency count of their appearance in specific debate on board issues was conducted.
4. On the basis of these frequency counts, an individual's hypothesized primary decisional determinants were identified.
5. The verification and testing of these hypotheses was done through an analysis of the voting behavior to determine which trustees voted together and on which issues; corroborating or testing hypotheses against the literature; comparing notes from personal contact with the subject through face to face and telephone conversations; a particularly close comparison of information gained from extensive interviews; and a ranking of fourteen identified decisional determinants by all trustees for themselves and for all other members of the board.

<sup>100</sup>. McCall-Simons, op.cit., p.214

Since the data collected allowed for the hypothesizing of many decisional determinants it was considered necessary to delimit these determinants as much as possible if a valid typology of them was to be formulated. To facilitate such a formulation a procedural model was developed in which all recorded comments made by trustees during board meetings were considered on the basis of their decisional quality. A criticism of most decision making models states, "...a major deficiency of most decision models has been that they are economically logical models seeking to describe maximization processes".<sup>101</sup> This criticism was carefully heeded by continually searching for and recognizing not only decisional determinants that depicted economic and maximization implications, but also any other decisional variables that could be identified. A diagram of a three step process by which the primary decisional determinants were identified and ranked is illustrated in the following figure:

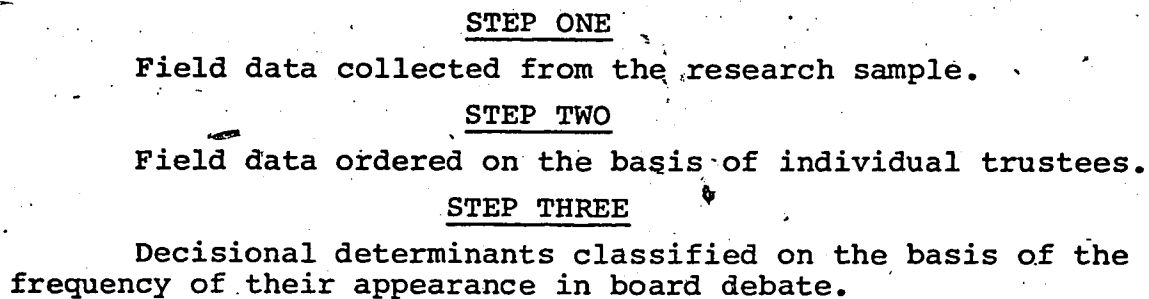


FIGURE 3. This diagram depicts the process by which decisional determinants were identified and ranked.

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<sup>101</sup>Thompson, Jr. and Tuden, "Strategies, Structures, and Processes of Organizational Decision," in Organizational Psychology by Kolb, Rubin and McIntyre, Prentice-Hall, 1974, p. 99.

Ten individual trustees, elected for two year terms of office, constituted the Board of Education for this urban school jurisdiction. The written presentation of this analysis provides a demographic description of each trustee, a description of his/her reason for being a trustee, his/her voting behavior on 100 school board issues considered during the time of this study behavior during a highly special issue, and a presentation of the hypothesized decision making determinants for each.

The concluding chapter describes the relationships between the findings of this study and the main problem and sub-problems specifically identified and articulated for this research project. This description also includes a tabular presentation of the relationship among each trustee's perceived ranking of his/her own primary decisional determinants, with those of his/her perception of the primary decisional determinants of others on the board, the hypothesized rankings of these same variables of the researcher; and with the mean ranking of the medians of these same determinants of the whole board itself.

A Spearman correlation matrix of each decisional determinant with the ranked median perceptions of self and others, and self and the hypothesized rank of decisional determinants was also developed.

This same correlational matrix was determined for each trustee in comparison with each other trustee on the basis of each trustee's own perceived rank order of decisional determinants.



CHAPTER V  
ANALYSIS OF THE DATA

Respondent Identification

For the purpose of anonymity, all persons named in this study have been given fictitious names and any coincidence with names of known persons is not intended. The ten trustees on this board were assigned numbers from 1 to 10 in the preparation of voting pattern tables. These assigned numbers also provide the sequence in which the analysis of the trustees decision making determinants are reported. The trustees with their fictional names are listed here:

<u>Number</u>	<u>Name</u>
1	David Sharf
2	Sam Pira
3	Francois Lane
4	Doug Wilson
5	Annette Graham
6	Richard Cairns
7	Peter Dawson
8	Sylvia Rogers
9	Irene Peters
10	Beverly Hanson

The descriptive analysis of individual trustees will begin with trustee David Sharf and conclude with trustee Beverly Hanson.

Voting Behavior

The 100 issues voted upon and considered in analyzing the voting behavior of the trustees were first recorded as they appeared in public or private board sessions. Of these 100 issues, thirty-three evoked active and intense discussion at the board table. In considering these issues in detail and noting where they appeared in the board's agendas, it became evident that they

could be classified into eight rather specific categories. Since this board had three standing committees namely; Program and Instruction, Business Planning, and Communication, which were responsible for issues that could logically be placed under their specific mandates; three of the eight mentioned coincided with the names of these three standing committees. The remaining five categories could; in general terms, be placed in the mandates of three named standing committees. But, because of the number of issues considered in each category and their identifiable specificity, it was considered analytically expedient to classify them separately. The 100 issues voted on from February to April, 1977, are classified here with the total number of issues considered per category in parentheses:

Board Issues Manifested In Votes

1. Teacher Related (39)
2. Personnel Related (22)
3. Program and Instruction (13)
4. Communications (8)
5. Agenda Related (6)
6. Planning and Plant (5)
7. Business-Finance (4)
8. Working with Outside Agencies (3)

The actual votes on issues cast by all trustees have been recorded in TABLES TWO to SEVEN. TABLE ONE provides an identification of the issues voted on. Information contained in these tables provided the basis for a description of each trustee's voting behavior.

TABLE ONE

## IDENTIFICATION OF ISSUES VOTED ON BY TRUSTEES

ISSUE NUMBER	ACTUAL ISSUE (usually appeared as a motion to be voted on)
1	- the use of urban system schools as recycling depots and collection centers for community clean up programs
2	- director of education requests to attend a conference in another province, in May of 1977
3	- community worker Gerald Freund requests to attend a conference
4	- presentation of budget projections
5	- working with and cooperating with Jenkins on a racism and discrimination study
6	- take the issue of physical abuse of teachers and students to T.R.L. (teacher relations liaison committee)
7	- have <u>MEMS</u> minutes on the next agenda
8	- have 1975 private minutes made public
9	- change board meeting times to 8:00 from 7:30 pm (after lapse of trial time)
10	- request for a double gate at Gatewood school to allow for snow removal equipment on the yard
11	- request for leave of absence
12	- request for maternity leave
13	- request for teacher exchange
14	- termination of probationary contracts
15	- make adjustment payments to CUPE
16	- accept one year salary schedule for officials, parallel to those adopted by other urban boards
17	- look up page 123 Agenda - February 14
18	- officials recommend asking Minister of Culture and Recreation for a grant for a community field worker

TABLE ONE CONTINUED

ISSUE NUMBER	ACTUAL ISSUE
19	- a number of business issues of maintenance and construction
20	- appoint trustee Graham to the T.R.L. agenda planning committee and have T.R.L. weekend on April 29
21	- defer the issue of urban board's involvement in teacher negotiations
22	- trustee, to be involved prior to final notification of personnel for promotion to principalship or vice-principalship
23	- trustees to have equal votes with officials in promotion of personnel (principals and vice-principals)
24	- form a selection committee to draw up a list of six candidates for promotions (committee to consist of three trustees and three officials)
25	- should trustees be at the negotiation table of TEO
26	- the board should go for zero-sum staffing in elementary and public school negotiations
27	- a woman from a teaching staff seeks to establish a position for the board of a coordinator of delegations and a travel-type service (the motion is to have her present her proposal)
28	- motion to defer #27 above
29	- motion to defer the decision on a request from a teacher to attend a conference in West Indies - he is to pay his own way, board will grant school time
30	- motion to send this person #29 on his own
31	- support the Ottawa board of education in promoting the importance of multicultural education to the Minister of Education
32	- approval of 40 students from Henry Olson to participate in "Operation Handover"
33	- approval of 35 students to participate in outdoor education from Davidson plus \$500.00 in funding
34	- formation of one committee but change two trustees from respective panels, for the promotion of principals and vice-principals

TABLE ONE CONTINUED

ISSUE NUMBER	ACTUAL ISSUE
35	- ratification of non-professional workers salary agreement
36	- receipts of letter from other boards re: salary negotiations
37	- have two members of accounting staff of this board attend a conference
38	- allow for the presentation of the report on the Task Force on Language Arts
39	- refer the issue of part-time teacher appointments to T.R.L.
40	- recommendation to encourage part-time teachers so as to lessen the teacher surplus
41	- accept the mini - French immersion program at James school
42	- officials recommend that a leave of absence requested not be granted
43	- recommendation that a female office employee be dismissed
44	- appointment of a new supervisory officer Fred Henderson
45	- accepting resignation and retirement of teachers
46	- selection committee to present more alternative candidates for position of second new supervisory officer
47	- promote French immersion
48	-
49	-
50	- ---- receipt of letters of a general business nature
51	-
52	-
53	- report of consultants and consulting teachers to go to T.R.L.
54	- allow for summer school student exchange.
55	- general response to Interface study of the Ministry of Education

TABLE ONE CONTINUED

ISSUE NUMBER	ACTUAL ISSUE
56	- commencement dates submitted
57	- student trip to Sutherland
58	- Cye Mack report on trip to conference
59	- request for fuller report from School and Community Organization ✓
60	- issue of consulting teacher appointment and tenure and contracts to go to T.R.L.
61	- progress report on energy conservation
62	- report of maintenance issues of buildings and equipment
63	- acceptance of damage report in schools
64	- restructuring of T.R.L.
65	- recommendation that the committee on Status of Women Workshop go ahead - trustee Graham in charge
66	- recommend format of meeting with the central board
67	- recommendation to defer the discussion on anticipated conference expenses
68	- defer discussion of the newsletter
69	- board to sponsor a Ministry of Education winter course "Learning and Discipline in the Contemporary Classroom"
70	- request for leave of absence without pay
71	- resignation of a teacher
72	- request for maternity leave
73	- recommendation to accept Bob Stang's (official of the board) format of letter to teachers re: surplus teachers
74	- meet Tim Tagg (teachers' representative) the following night on the issue of surplus teachers
75	- get a letter out to Tim Tagg and have the chairman of the board make a personal call to him
76	- motion not to make a decision on hiring the secondary supervisory officer tonight

TABLE ONE CONTINUED

ISSUE NUMBER	ACTUAL ISSUE
77	- school board to reply in writing to Tim Tagg's criptic letter re: teacher negotiations
78	- board to support the salary negotiations
79	- include changes in the negotiations that will help increase teacher productivity
80	- vote by ballot on second candidate for position of supervisory officer
81	- motion to defer #80 above
82	- motion that Ken Deeks be appointed as second supervisory officer
83-84	- ballot one for voting on Deeks and Stann
85-86	- ballot two for voting on Deeks and Stann
87-88	- ballot three for voting on Deeks and Stann
89-90	- ballot four for voting on Deeks and Stann
91	- adopt in principle the report on Literacy and Language Arts
92	- motion to have ten professional development days for the secondary panel
93	- staff recommends to set professional development days at ten per year until 1980
94	- six days of professional development days to be used for professional development activity and not for organizational work
95	- motion that board be involved in transfer and placement of principals (secondary)
96	- whole board be involved in elementary transfer and placement as in secondary #95 above
97	- reinstate of #95 above except now it states "whole board be involved"
98	- reporting of business issues
99	- acceptance of maintenance cost projections
100	- change position on teacher salary negotiations, soften the initial stance

hiring a  
supervisory  
officer

TABLE TWO to SEVEN that follow have been included here to portray the voting patterns on the 100 issues reported in TABLE ONE. These tables will also be referred to in the analysis of the voting behavior of each individual trustee.

TABLE TWO  
TRUSTEE VOTING PATTERN ON  
TEACHER RELATED ISSUES (39)

TRUSTEE	ISSUES																																												
	6	11	12	13	14	20	21	22	23	24	25	26	29	30	34	39	40	42	45	53	60	64	69	70	71	72	73	74	75	77	78	79	92	93	94	95	96	97	100						
HARY	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+			
IRA	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	
ANE	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	
ILSON	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A		
RAHAM	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	
AIK'S	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	
AMSON	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
LOGERS	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
ETERS	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+
ANSON	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+

A = absent  
O = abstention  
+ = votes for  
- = votes against

TABLE TWO depicts the thirty-nine teacher related issues voted on by each trustee.



TABLE THREE

TRUSTEE VOTING PATTERN ON  
PERSONNEL RELATED ISSUES

TRUSTEES	ISSUES																					
	2	3	15	16	27	28	35	37	43	44	46	76	80	82	83	84	85	86	87	88	89	90
SHARF	-	-	+	+	+	+	+	-	+	+	+	+	-	0	0	0	0	0	0	0	+	-
PIRA	+	+	+	+	+	+	+	+	+	+	+	+	+	+	-	+	-	+	-	+	-	+
LANE	+	+	+	A	+	+	+	-	+	+	-	+	+	0	+	-	+	-	+	-	+	-
WILSON	A	A	A	A	+	+	+	+	+	+	+	+	+	0	+	-	+	-	+	-	+	-
GRAHAM	+	+	+	-	+	+	+	-	0	+	+	+	-	+	-	+	-	+	-	+	-	+
CAIRNS	+	+	+	+	+	+	+	+	+	+	+	+	+	+	-	+	-	+	-	+	-	+
DAWSON	A	A	A	A	+	+	+	-	+	+	+	+	+	+	-	+	-	+	-	+	-	+
ROGERS	A	A	A	A	+	+	+	-	+	+	-	+	+	+	+	-	+	-	+	-	-	+
PETERS	+	+	+	+	+	+	+	+	+	+	+	+	+	0	+	-	+	-	+	-	+	-
HANSON	+	+	+	+	+	+	+	+	+	+	+	+	+	+	+	-	+	-	+	-	-	+

A = absent      0 = abstention      - = votes against      + = votes for

Issue numbers 83 to 90 represent the ballot votes taken in the hiring of a supervisory officer. The votes are joined in two's to facilitate computer counting. Thus 83 and 84 represent ballot one with supervisory candidate Deeks receiving the plus votes and supervisory candidate Stann receiving the negative votes. By considering these issues in pairs the table indicates that when issues 89 (Stann) and 90 (Deeks), the fourth and fifth ballot, are tallied together, Deeks received six votes and Stann received four votes. Deeks was subsequently appointed supervisory officer (issue 82

TABLE THREE). This motion read, "...Ken Deeks be appointed as second supervisory officer."<sup>102</sup>

TABLE FOUR

TRUSTEE VOTING PATTERN ON PROGRAM AND INSTRUCTION ISSUES

TRUSTEES	ISSUES												
	17	31	32	33	38	41	47	54	55	56	57	65	91
SHARF	+	+	+	+	+	+	+	+	+	+	+	+	-
PIRA	+	+	+	+	+	+	+	+	+	+	+	+	A
LANE	+	+	+	+	+	+	+	+	+	+	+	+	+
WILSON	A	+	+	+	+	+	+	+	+	+	+	+	+
GRAHAM	+	+	+	+	+	+	+	+	+	+	+	+	+
CAIRNS	+	+	+	+	+	+	+	+	+	+	+	+	-
DAWSON	+	+	+	+	+	+	+	+	+	+	+	+	-
ROGERS	+	+	+	+	+	+	+	+	+	+	+	+	+
PETERS	A	+	+	+	+	+	+	+	+	+	+	+	-
HANSON	+	+	+	+	+	+	+	+	+	+	+	+	+

A = abstention + = votes for - = votes against

TABLE FIVE

TRUSTEE VOTING PATTERN ON COMMUNICATION ISSUES

TRUSTEES	ISSUES								
	36	48	49	50	51	52	58	59	
SHARF	+	+	+	+	+	+	+	+	
PIRA	+	+	+	+	+	+	+	+	
LANE	+	+	+	+	+	+	+	+	
WILSON	+	+	+	+	+	+	+	+	
GRAHAM	+	+	+	+	+	+	+	+	
CAIRNS	+	+	+	+	+	+	+	+	
DAWSON	+	+	+	+	+	+	+	+	
ROGERS	+	+	+	+	+	+	+	+	
PETERS	+	+	+	+	+	+	+	+	
HANSON	+	+	+	+	+	+	+	+	

Issues 48 to 52 in this table were those in which trustees accepted letters from outside and system-wide agencies or individuals.

+ = votes for

<sup>102</sup>Field Notes, Private Session, April 27, 1977.

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TABLE SIX

TRUSTEE VOTING PATTERN ON AGENDA  
AND PLANT AND PLANNING RELATED ISSUES

TRUSTEES	ISSUES (AGENDA)				(PLANT AND PLANNING)						
	7	8	9	67	68	81	10	19	61	62	63
SHARF	+	+	+	+	+	+	+	+	+	+	+
PIRA	+	+	+	+	+	-	+	+	+	+	+
LANE	+	+	-	+	+	-	+	+	+	+	+
WILSON	A	A	A	-	+	-	A	A	+	+	+
GRAHAM	+	+	-	+	+	+	+	+	+	+	+
CAIRNS	+	+	+	-	+	-	+	+	+	+	+
DAWSON	A	A	A	+	+	-	A	+	+	+	+
ROGERS	A	A	A	+	+	-	+	+	+	+	+
PETERS	+	+	+	-	+	-	+	A	+	+	+
HANSON	+	+	-	-	+	-	+	+	+	+	+

A = absent 0 = abstention - = votes against + = votes for

TABLE SEVEN

TRUSTEE VOTING PATTERN ON  
BUSINESS AND FINANCE AND  
WORKING WITH OUTSIDE AGENCIES  
RELATED ISSUES

TRUSTEES	BUSINESS AND FINANCE				WORKING WITH OUTSIDE AGENCIES		
	4	18	98	99	1	5	66
SHARF	0	+	+	+	0	+	+
PIRA	+	+	+	A	-	+	+
LANE	+	+	+	+	-	+	+
WILSON	A	A	+	+	A	A	+
GRAHAM	+	+	+	+	+	+	+
CAIRNS	+	+	+	+	0	+	+
DAWSON	A	+	+	+	A	A	+
ROGERS	A	+	+	+	A	A	+
PETERS	+	A	+	+	0	+	+
HANSON	+	+	+	+	+	+	+

A = absent 0 = abstention - = votes against + = votes for

TABLE EIGHT

TRUSTEE CLUSTERED VOTING PATTERN ON TEACHER RELATED ISSUES

TRUSTEES	ISSUES																
	73	93	78	60	53	26	97	77	75	34	92	94	96	99	39	74	100
Peters	+	+	+	+	+	+	+	+	+	+	+	+	-	+	-	-	-
Lane	+	+	+	+	+	+	+	+	+	+	+	-	-	-	+	-	-
Wilson	+	+	+	+	+	+	+	+	+	+	-	+	-	-	-	-	-
Cairns	+	+	+	-	-	+	+	+	+	+	+	+	+	-	-	-	-
Rogers	+	+	+	+	+	+	+	+	+	-	+	+	-	-	-	-	-
Hanson	+	+	+	-	-	+	+	+	+	+	+	-	-	+	-	-	-
Graham	-	+	+	+	+	-	-	-	-	-	+	+	+	-	+	+	+
Dawson	+	+	+	+	+	+	+	+	+	-	-	-	-	-	-	-	-
Pira	+	+	+	+	+	+	+	-	-	+	-	-	-	-	-	-	-
Sharf	+	-	-	+	+	-	-	+	-	-	-	-	+	-	-	+	+

+ = votes for  
 - = votes against

Trustee voting was recorded in this table of teacher related issues on the basis of a direct clustering method.

Descriptive Analysis of Individual Trustees1. TRUSTEE SHARFDemographic Description

Trustee David Sharf is married, in his middle forties and has been an elected trustee for 12 years. He is a university graduate and has been working in his professional career as a college instructor for approximately 24 years. According to Sharf, his personal income is about the same as the average income of the constituents in his ward, between \$30-40,000 annually. He has a child attending a school in the system in which he is a trustee and his own cultural or ethnic background is white, anglo-saxon and protestant. The constituency that elected him is well established in this city and united on its education expectations. According to Sharf his constituents have academic expectations of the school system and prefer a traditional academic program. They want good teachers and they want their students to do well academically. Vocational programs are not a high priority among his constituents. This trustee also suggested that his constituency was quite prepared to accept the costs of the education they expected. He had never heard a great outcry about the cost of education from his voting public.

Sharf indicated that only a few in his electoral area participated actively in school system affairs, but they were people who knew how to get answers and how to use the system. He was quite frequently called by community members and had received six letters in three months of office. Community pressure

groups contacted him approximately once per month and two delegations from his area appeared before the board during the time of data collection.

In Sharf's own words, "my vote reflects the attitude of my voting public and its political tone shows in its choice of trustee."<sup>103</sup>

Sharf indicated that when he first took office it took him five to seven months to become familiar enough with this school system to contribute knowledgeably to the decision making process of this board. He now spends ten to fifteen hours per week on board related work and on a scale ranging from none to very much, he perceives himself as exerting somewhat of an influence on decisions made by the board. He indicated that he was satisfied in his position as a trustee but when asked why he was satisfied, could not provide a specific answer for at this time he felt rather ambivalent about the current status of this board. An explanation of this latter point might well be the fact that Sharf had not been on this board for two years prior to his recent victory at the polls. He now had to face new board members whom he did not know well and a new board chairman, trustee Hanson, whose credibility as a leader he certainly questioned.

Sharf was an active participant at board meetings and during the time that this data was collected spoke to thirty three

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<sup>103</sup> Interview Schedule, March 16, 1977, p. 3

thoroughly debated agenda items a total of 97 times. These 33 issues are found within the 100 issues voted upon. The remaining 67 issues evoked little or no debate. His level of active participation in debate was certainly more than that evident from some of his board member colleagues. In fact, the highest frequency of active verbal participation by individual trustees amounted to 106 comments on the 33 debated issues down to the least frequent level of four comments on these same issues.

#### Why A Trustee

During the interview, trustee Sharf indicated that he was a trustee because he liked being one, and furthermore he liked the competitive activity that it presented. In his own words, "It gives me a chance to influence the educational system and initiate some things."<sup>104</sup> He is a person that likes to take initiative and enjoys the competition evident at board sessions. He is a trustee because he likes the give-and-take atmosphere of board meetings. In his own words, "I enjoy being part of a group where there is a mission to be done and a game to be played until it is done. I believe in community involvement and have been very involved with my community for a long time."<sup>105</sup>

#### Voting Behavior

The voting profile of trustee Sharf revealed three specific voting characteristics not found in the profiles of the other

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<sup>104</sup> Ibid., p. 6

<sup>105</sup> Ibid.

trustees (TABLES TWO and SEVEN, pp. 62, 65). The two most notable of these revealed that he cast more negative votes and abstained from voting on issues more often than did any other trustee. The third characteristic depicted a similarity in voting behavior to that of one other trustee, namely trustee Graham. Of the 100 issues voted on, these two trustees cast the same vote on 75 of them. This latter point assumed significance, not in the number of coincident votes, but rather in the specific issues voted on in comparison to the votes on these same issues by the remaining trustees.

By casting negative votes Sharf placed himself in a minority position on this board on thirteen separate occasions; and his positive vote again placed him in a minority position on five additional issues. This amounted to eighteen minority votes. His minority stance occurred in the categories of personnel and teacher related issues 16 times of his total of 18 minority votes cast. A voting profile such as this indicated that Sharf held a noticeably independent position on matters in these two categories.

A closer scrutiny of the issues on which trustee Sharf assumed a minority stance made clear that he did not support conference attendance by hired staff, issues 2 and 3, and did not like the procedure for the final selection of a second new supervisory officer, issues 80 and 90 in the personnel related category (TABLE EIGHT, page 66). Trustee Sharf consistently voted for the teachers' benefit in opposition to the majority vote of



the board. Issues such as 26, which recommended that the board support zero-sum staffing for elementary and public schools; issues 92 and 93, which recommended that teachers receive only 10 days (Sharf wanted maximum of 14) for professional development per year until 1980; and issue 100, which recommended the softening of a negotiating position toward the teachers, all received his vote in favor of the teachers' position. These issues served to illustrate his support of teachers in marked contrast to the majority of the board which cast a vote opposite to his in each of these cases.

The reasons that trustee Sharf gave for his vote on the conference attendance issue were that the final budget had not yet been set and the officials had not provided an advance projection of all conferences to be attended during this fiscal year. To support his position Sharf moved to defer all requests for conference attendance until the above conditions had been met. However, his motion failed for a seconder. The failure to have his motion seconded clearly indicated how varied his perception of this issue was from that of the other trustees. Sharf's vote in this case was however, not motivated only by his reasons stated earlier. Two specific statements he made while debating this issue were, "We send only officials and no teachers," and "I can't accept so many people attending conferences."<sup>106</sup> From this it may be hypothesized that he felt

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<sup>106</sup>Field Notes, Board Meeting, March 28, 1977.

board officials were receiving preferential treatment over that received by teachers, and that conference attendance was either not a particularly worthwhile activity, or the cost factor of such attendance was of concern to him. Subsequent debate and discussions confirmed a distinct reticence on the part of Sharf to have board officials attend conferences.

He was also genuinely concerned about the cost of these since the final budget for the year had not been set at the time of this decision.

Sharf's marked individuality became most evident in his voting on teacher-related issues. He voted in the minority on 11 of the 39 issues considered here. Note TABLE EIGHT 'A' below:

TABLE EIGHT 'A'

TRUSTEE CLUSTERED VOTING PATTERN ON TEACHER RELATED ISSUES	
TRUSTEES	ISSUES
	73 93 78 60 53 28 97 77 75 34 92 94 96 99 39 74 100
Peters	+ + + + + + + + + + +   + - + - - -
Lane	+ + + + + + + + + + +   - - - + - -
Wilson	+ + + + + + + + + + -   + - - - - -
Cairns	+ + + - - + + + + + +   + + - - - -
Rogers	+ + + + + + + + + - +   + - - - - -
Hanson	+ + + - - + + + + + +   - - + - - -
Graham	- + + + + - - - - - +   + + - + + +
Dawson	+ + + + + + + + - - -   - - - - - -
Pira	+ + + + + + + - - + - - -   - - - - - -
Sharf	+ - - + + - - + - - - -   + - - + +

+ = votes for  
 - = votes against

Trustee voting was recorded in this table of teacher related issues on the basis of a direct clustering method.

Support for teachers is truly an identifiable characteristic of this trustee. Throughout the time that these data were collected Sharf would, wherever possible, speak up for the teaching staff of this school system. Some of his comments in this area have already been quoted but others that may be added to this list for the purpose of illustration include:

"Teachers are responsible in the matter of P.T.R. and there should be more flexibility in salary negotiations.

"I like Tim Tagg's presentation (reply to board's action on surplus teachers) and believe that he is experiencing difficulty in getting the required information. (alluding to information from officials)

"When do classroom teachers get in on these conference travel situations?

"We should go to the maximum professional development days allowable and then let teachers take it from there."<sup>107</sup>

Sharf not only spoke up for teachers in board debate, he also voted on their behalf. From this it is reasonable to conclude that when this board was faced with a decision which would either enhance or minimize a benefit to teachers, trustee Sharf would vote for them. The issue however, would be lost for Sharf's position was not that of the majority. Consequently, no added benefit for teachers.

The similarity of voting behavior between trustees Sharf and Graham deserved close attention. On ten separate issues these two trustees cast the same minority vote. Further-

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<sup>107</sup> Board Meetings, Field Notes, February to April, 1977.

more, seven of these ten issues appeared in the teacher related category, two in the personnel related category, and one in the agenda category. Of the seven in the teacher related category, four issues: 26, 74, 97, and 100 had only these two trustees voting in opposition to the whole board. Issues 75 and 96 had one additional vote the same as theirs, and 34 had two additional votes the same as theirs. The four issues on which these two trustees voted alike, and were the only trustees voting this way, indicated rather conclusively that, in principle, Sharf and Graham perceived 'zero-sum staffing' as a position of salary negotiations for elementary and public schools as an issue not in the best interest of the teachers or for education. They also wished to have Tim Tagg (teacher representative), met in person to discuss the teacher surplus issue rather than sending a letter only as a response to him from the board. It was again only Sharf and Graham's position to have the whole board involved in the process of transference and placement of principals for elementary and public schools for the next school year; as well as to have the board soften its position on salary negotiations with the Toronto teachers.

The two issues in which Sharf and Graham had an additional supporter were essentially sub-issues of the four just mentioned; namely not to send a letter in response to Tim Tagg, and to have the whole board involved in decisions of placing and transferring principals and vice-principals in the elementary schools.

Issue 34 showed these two trustees with two more supporters. However, this issue is not isolated from the previous ones. This issue appeared as a motion to form a committee to process the promotions of principals and vice-principals, and to alternate two trustees for the respective school panels (public and secondary).

It became apparent that issue 34, served as the beginning of a trustee polarization process in which these two trustees became more and more determined to maintain their position on the placement and transference of principals and vice-principals, while others who had been voting with them previously aligned themselves with the majority.

From the similar voting pattern of these two trustees and an observation, "I notice a lot of informal interaction between Graham and Sharf at board meetings and they appear to agree quite often,"<sup>108</sup> a coalition of sorts existed between these two. However, from interview data and conversations, both of these trustees claimed they never called each other between board meetings and rarely conversed with each other outside of the camaraderie-type exchange of notes and comments during board meetings.

#### Summary of Voting Behavior

The voting behavior data of trustee Sharf revealed a trustee active in debate and one whose votes were consistent

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<sup>108</sup>Field Notes, Additional Observations, February 24, 1977.

with his comments. His frequent minority vote status and willingness to speak and vote independently characterized him as a rather unique member of this board. Voting with the majority appeared to have no appeal to him, and to vote for the teachers against the majority of the board and to consider additional personnel-related issues in a manner as personally as possible, were marks of his individuality. His coincident voting pattern with trustee Graham appeared to be just that, coincidental. Since, in his own words he, " ... doesn't take any views from anyone prior to casting a vote,"<sup>109</sup> the similarity in voting between him and Graham must be attributed primarily to similar ideological positions relative to teachers and personnel issues.

### Special Issue

The final selection of the second new supervisory officer for this board was an issue so unique in this study that a detailed analysis of it alone in terms of organizational, group and psychological dynamics, would be well warranted. However, for the purpose of this research, an analysis of the decision-making process and voting behavior of this issue only has been conducted. This issue was the most controversial of all issues considered during this three-month study interval and required three private meetings, totalling 18 hours of deliberation before

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<sup>109</sup> Interview, March 16, 1977

a board decision could be reached. In essence, this issue became a drama in which the trustees became the actors, the candidates the victims, and the process the plot.

Since debate on the hiring of a supervisory officer was carried on in private board sessions and on two occasions immediately after a regular board meeting, the early morning hours of 2:00 A.M., and 3:00 a.m., witnessed these trustees struggling through tension, anxiety and fatigue. The board was divided in its choice and only a secret vote which required four separate ballots, finally brought about a decision. More will be said about this issue later in specific comments about the board, but at this point trustee Sharf's voting behavior relative to this issue is provided in greater detail.

Issue #80 was a motion by trustee Dawson to decide on the choice of a supervisory candidate by secret ballot. Sharf and Graham were opposed to this. Sharf specifically said, "I cannot vote for any of the candidates, ... I want someone from within our system to do the job."<sup>110</sup> He also asked for more time to discuss the short-listed candidates and to explore other alternatives. To confirm the authenticity of his dilemma and intent over the ballot issue and candidate choice, Sharf said, "I will abstain from voting and will wait for a ruling on the effect of this abstention from our officials."<sup>111</sup> In this case

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<sup>110</sup> Field notes, Special Issue, April 27, 1977

<sup>111</sup> Ibid.

the officials provided a ruling after phoning the board solicitor; but even then Sharf argued vigorously on the final interpretation. He wanted his abstention to reduce the majority of this board of ten to five rather than six, but the solicitor's ruling stated that the majority vote would remain at six, abstention or not.

Trustee Sharf remained true to his word and submitted a blank ballot for the first three votes on the final two candidates, Deeks and Stann. Then, with five more minutes of debating upon learning that the third ballot had also failed to gain a majority, Sharf gave his vote to candidate Stann, only to have candidate Deeks receive the majority and the appointment.

The main reason for Sharf's vote for candidate Stann was provided in a telephone call made to him by this researcher following this decision. He said, "I voted blank at first because I didn't want either of them. I liked Stann better, but it was really more of what I did not like about the other. Deeks was not deep enough."<sup>112</sup> Sharf also mentioned that the officials did not influence him at all, even though he voted for the same man that the majority of the officials recommended. He concluded this telephone conversation by stating, "I didn't want to decide that night, but we had to; we (trustees) got sick of the whole process."<sup>113</sup> It should also be mentioned that Sharf noted that several other trustees, namely Rogers and Hanson were likely going to change their vote during the post third discussion and realized

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<sup>112</sup> Telephone call-back, May 6, 1977.

<sup>113</sup> Ibid.



that to get the candidate he preferred he would now have to vote, which he did. In theory he voted at this time because not to have done so, would have lessened the odds of his preferred candidate, winnings. Furthermore, he voted for Stann because he did not particularly like Deeks and thought Stann would be more suitable in personal terms, for their system of education. But the final vote for Sharf was of a forced nature. In earlier board interviews with the short-listed candidates he had already classified Stann as, "He is good and bright, but not for our system."<sup>114</sup> He remained distressed that the board persisted in voting on these final two candidates and especially with its final choice.

#### Decision Making Determinants

Data obtained through participant observation of trustee Sharf provided an extensive basis from which to generate hypotheses on the actual decision making determinants of this board member. In using these data along with other data collected through interviews, telephone call-backs, and a voting behavior analysis permitted the developed of an analytic description of the decisional determinants of this trustee.

In following the process depicted in FIGURE 3 page 53, the seventeen decisional determinants evident in the data collected on trustee Sharf were reduced to a total of six primary determinants. A presentation of this analysis mentions all determinants, but concentrates in detail only on the six that appeared with greatest frequency.

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<sup>114</sup>Field notes, Special Issue, April 18, 1977.

Trustee Sharf's participatory dialogue at board meetings often appeared in the form of questions and statements of his position directed to the officials of this board, committee members, and other trustees. These comments provided direct clues as to how this trustee cognitively appraised and reappraised the issues before the board. For the purpose of illustration, examples of trustee Sharf's participatory comments and dialogue are included in Figure 4, along with accompanying hypotheses on decision making that could be inferred from these comments:

ISSUE	PARTICIPATORY COMMENTS	DECISIONAL HYPOTHESES
Request for school land purchase by a municipal library for the purpose of parking.	<ul style="list-style-type: none"> <li>- What are the economic dimensions of this issue?</li> <li>- Has the public been met on this issue?</li> <li>- I can't justify taking school ground space for parking.</li> </ul>	<ul style="list-style-type: none"> <li>- Cost conscious.</li> <li>- Community awareness and representativeness.</li> <li>- Ideological consideration.</li> </ul>
Hiring a supervisory officer.	<ul style="list-style-type: none"> <li>- I want the whole board to interview and consider the short list of candidates.</li> <li>- Counters the director's extreme disappointment at the board's inability to select two supervisory officers by saying, "the trustees acted with coolness and were rational in their choice."</li> </ul>	<ul style="list-style-type: none"> <li>- Decisional participation by the board.</li> <li>- Doesn't trust the judgment of the committee.</li> <li>- Doesn't want the officials to have a dominant influence.</li> <li>- Disregard for the director's opinion, and regards the board's position as the qualitative and rational one.</li> </ul>

FIGURE 4. Participatory data collected on trustee Sharf and Decisional Hypotheses made from them.

The process of identifying the decisional determinants hypothesized to be part of trustee Sharf's cognitive process prior to casting a vote has received attention in earlier research literature on decision making. Simon's psychological decision making model designed to describe and predict behavior<sup>115</sup> has already been mentioned in this study. It was used in this case for its exclusive consideration of individuals and applies equally well to purposive choices of a personal or organizational nature. Thompson and Tuden's sociological model of decision making illustrates: (1) that there are several types of decisions to be made in and on behalf of a collective enterprise, (2) that each type of decision calls for a different strategy or approach, (3) that there are several varieties of organizational structures which facilitate these several strategies, and (4) that the resulting behavior defines variations in decision processes.<sup>116</sup> However, it would appear that both Simon's, and Thompson and Tuden's models concentrate more on developing typologies of issues and the identifying of processes of decision making rather than providing a focus on what individuals or collectives of individuals use specifically as a basis for deciding.

As far as research on trustee Sharf was concerned, it was the kind of thinking that he did prior to casting a vote (making a decision) that was of significance in identifying the decisional determinants operative in his function as a member

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<sup>115</sup>Thompson and Tuden, op. cit., p. 99.

<sup>116</sup>Ibid., p. 100.

of this board.

To gain access and an understanding of what trustee Sharf was thinking during the consideration of issues at board level, his recorded comments made while debate ensued on these issues were considered. He addressed himself to 33 issues a total of 57 times. The nature of his comments have been illustrated in Figure 4, page 80. His debating and participatory comments contained the substance of the criteria that served as his reference base in the process of choosing the most suitable alternatives in fulfilling his responsibility as a decision maker.

The following seventeen decisional determinants were identified as basic criteria used by trustee Sharf in considering board issues. They have been listed in Figure 5, according to the frequency of their appearance during the 97 separate occasions on which he addressed issues on the floor.

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DECISIONAL DETERMINANTS

FREQUENCY OF USE

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- |   |    |
|---|----|
| 1. Considering the influence and opinion of the board's appointed officials.  | 14 |
| 2. Calling for clarification and increased accuracy of information.   | 14 |
| 3. Providing recognition and support of teachers and requesting their involvement (participation) in board decision making. | 12 |
| 4. Expressing an awareness of the public and community in relation to issues debated.                                       | 10 |
| 5. Questioning the cost of an issue.  | 10 |

DECISIONAL DETERMINANTS	FREQUENCY OF USE
6. Expressing a theoretical or philosophic position on education.	10
7. Wants to make a rational and qualitative decision.	5
8. Responding to other trustees response to his comments.	4
9. Asks that trustees be involved in decisions required.	4
10. Wants to hire inside (the Borough) staff and expresses fear of new or unknown outside candidates.	3
11. Comments on the personal climate or nature of considering an issue.	2
12. Questions the amount of work and time put into an issue (expediency).	3
13. Requests more discussion of some issues.	2
14. Expresses the awareness of a political stance.	1
15. Comments on a coalition among women on the board.	1
16. Asks if a precedent is being set.	1
17. Relates situation to his own area of expertise.	1

FIGURE 5. Decisional determinants identified in the 97 participatory comments made by trustee Sharf during debate and discussion on 33 board issues.

A more detailed description has been made of the first six decisional determinants that appear in Figure 5, because of the increased reference made to these by trustee Sharf, in comparison to the remaining eleven determinants. The various items in this typology of decisional determinants for a specific trustee are not regarded as exclusively independent or separate from any or all of the other decisional items. Certainly, the specific items appear-

ing with a frequency of less than three may also be related to items included in the category of the primary six determinants. For example, trustee Sharf's reference to a political stance on issues may quite conceivably have been part of his thinking when he actively and aggressively at times, recognized and supported the teachers of this school system.

However, for the purposes of concentrating on the apparent dominant decisional aspects of this trustee, attention will be focussed on the six determinants most frequently evident in his participatory comments.

#### 1. Influence and Opinions of Board Appointed Officials

Trustee Sharf certainly proved to be a trustee that believed that officials of the board should be challenged, and frequently. The second item on Figure 5, page 82 refers to this trustee frequently asking for clarification and increased accuracy of information. Essentially, in describing Sharf's decisional determinants, these two determinants mentioned here appear significantly interrelated. This interrelatedness is substantiated in that many of the challenges thrown out to the officials by Sharf were challenges questioning the validity and completeness of information they brought before the board.

This questioning of the officials' positions on board issues appeared to stem from Sharf's perception of their official capacity. Sharf explicitly stated, "I rarely went to board officials for anything."<sup>117</sup> He added that they take little initiative in terms of leadership, but have information, and their communication

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<sup>117</sup> Interview, March 16, 1977

skills are less than adequate. He also said, "I can't get through to them and the officials just don't give me enough information."<sup>118</sup> Sharf perceived all of the officials in a manner of suspicion as his quoted observation of them would indicate. When he was called upon to rate the prestige that board officials have with trustees he rated them all two, on a scale of one to three, with three being low regard and one high regard.<sup>119</sup> Even when making such a rating he indicated that he held only one official in high regard and one in low regard. He was very indifferent toward the rest.

His regard for the director was somewhat more difficult to determine. Sharf explicitly indicated that the director often irritated him but that he specifically, "...doesn't change my mind even though I hope he would maintain his position vigorously, but accept a loss of this same position graciously."<sup>120</sup>

The most vigorous and animated disagreement that developed between Sharf and the director occurred during the debate over the hiring of new supervisory officers. In this incident this trustee diametrically opposed the director over the process which the trustees were following in arriving at this decision. At the meeting where the board chose one of the supervisory officers but could not decide on the other, the board's chief executive officer became overtly annoyed at the trustees' inability to select a second candidate. The director's response to this indecision was, "I am very disappointed about the action taken tonight and can't think straight on this situation anymore. I don't want

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<sup>119</sup> Ibid.

<sup>120</sup> Field notes, April 18, op. cit.

to interview a person with the recommendations of Ken Deeks."<sup>121</sup> Sharf's very calm response immediately following the director's comments was, "I think we (the trustees), were rational in our decision and I don't feel sorry at all that we chose not to decide on the second appointment tonight."<sup>122</sup> It is also significant to note that it was trustee Sharf who initiated the process whereby the whole board was to interview the final six short-listed candidates; and the fact that the officials had made up their minds as to whom they wanted appointed, did not appear to influence this trustee at all in his choice of candidate or opinion of the process. One of Sharf's first nine of seventeen decision determinants expressed a desire to have trustees involved in decision making. This particular decisional situation appeared to meet this criterion satisfactorily.

In concluding the discussion of the board officials as a decisional determinant for this trustee, it appears significant to report that even though trustee Sharf frequently and vigorously challenged these officials, he regarded them as the board's greatest source of expertise on matters of education<sup>123</sup> and voted for the supervisory officer that the officials recommended be appointed.

## 2. Clarification and Increased Accuracy of Information

The repeated request from Sharf for more information on issues and his challenging of the accuracy of it was, in part,

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<sup>121</sup>Field notes, April 20, 1977.

<sup>122</sup>Ibid.

<sup>123</sup>Interview data, Board Meeting, January 31, 1977.



due to his recent election to the board after an absence of two years. However, his frequent requests for rational and qualitative decisions along with a number of requests for more discussions on issues, suggested that a primary criterion of his for the completing of a decision was the completeness and accuracy of information available on an issue under consideration. The issue of whether or not French Immersion should be authorized by this board illustrated Sharf's decisional need for information. During the discussion of this issue he asked one of the officials, "...how does a superintendent feel about this issue?; ... will this set a precedent?; ... what are the implications for our whole system?; ... I want the information to be clear."<sup>124</sup> To further illustrate his concern over information, excerpts of his comments at another board meeting are being included here. The agenda item was general business and Sharf was particularly critical of the board. He accused the officials of, "...withholding information; ...criticized the agenda planning personnel of manipulating; ... and said I feel manipulated by the officials."<sup>125</sup>

The primary source of information for Sharf was the officials of the board and because of some suspicion on his part about the manipulation and withholding of this information, overt and frequent questioning of the officials was not uncommon for this trustee.

### 3. Recognition and Support of Teachers

Trustee Sharf expressed frequent support for teachers. This was illustrated by his independent position evident in the analysis of his voting behavior, his responses to the issues of pro-

<sup>124</sup> Field Notes, Board Meeting, January 31, 1977.

<sup>125</sup> Field Notes, Board Meeting, March 14, 1977.

professional development days, his repeated requests for the board to soften their position in negotiations, and his emphasis on having teachers involved in the decision making process where possible. He specifically requested teacher participation in the report on the Task Force on Language and Literacy, and in setting policy on pupil-teacher ratios. He also supported teachers receiving the maximum number of professional development days possible as well as giving teachers the final decision of how these days were to be best used.

The following specific statements of this trustee clearly illustrated his position as a trustee relative to teachers:

"Teachers should be more involved in setting pupil-teacher ratios.

"We are here to listen and we better (to Tim Tagg's presentation)... the teachers' big issues are tenure and staffing. Don't say we shouldn't discuss this.

"Our process of communications with teachers appears inadequate and the officials could have been more diplomatic."<sup>126</sup>

Sharf often stood alone in his position on issues directly related to teachers except for coincidental voting support from trustee Graham on the thirteen issues in which he differed from all the remaining trustees.

#### 4. A Public and Community Awareness

Whether trustee Sharf expressed this awareness because of his desire to represent his community or whether he merely wanted

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<sup>126</sup>Field Notes, Board Meeting, February to April, 1977.

the public and community to participate in board decisions was difficult to ascertain. This researcher was also left with the impression that this awareness might justifiably be interpreted as a directing of the public's attention to himself. This latter point, of course, illustrates the political nature of the milieu in which these trustees functioned. It also appeared apparent, at times, that this trustee expressed such strong support for teachers because these too could represent electoral votes at election time. In fact, Sharf had, "...quite a few teachers helping him"<sup>127</sup> in his recent election to the board. To further illustrate this public and community awareness, reference may be made to an issue over which this trustee received numerous phone calls about the improper functioning of an air-conditioning unit in one of his schools. The community pressure on this issue became so extensive that at a board meeting Sharf openly stated, "I will fight against \$500.00 for conference travel expenses but will support \$5,000.00 for an air conditioner."<sup>128</sup>

In terms of education costs, Sharf was particularly aware of his community's sensitivity to increasing school tax rates. "How will I answer to my community when asked about the mill rate increase?"<sup>129</sup> was a common question Sharf asked of superintendent of finance Bob Stang.

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<sup>127</sup> Interview , March 16, 1977

<sup>128</sup> Field Notes, Board Meeting, May 14, 1977.

<sup>129</sup> Ibid.

As a decision determinant the public and the community certainly received attention from trustee Sharf. When asked about his beliefs relative to his role as an elected representative of a specific constituency he answered decisively, "...when in doubt, vote your district."<sup>130</sup>

The data collected on Sharf suggested frequent doubt in his mind regarding good decisions about issues to be voted on, and if he remained true to his expressed axiom of voting, the people of his district should have found him to be a good representative of theirs.

#### 5. Cost of an Issue

A cost consciousness on the part of trustee Sharf appeared as a relative issue. When responding to community pressure for air conditioning he was willing to spend as needed. In terms of conference travel for officials any cost seemed unreasonable. Again, in terms of salary negotiations with teachers the board was to soften its position on bargaining, but an increase in the mill rate caused him much anxiety.

Essentially, cost concerns of issues for this trustee were left to the discretion of board officials. In situations where cost was a factor trustee Sharf would question board official Stang on cost figure estimates, but no data indicate that he ever voted against issues on the basis of cost only, providing these issues had first received the attention and approval of this official in terms of a cost analysis. Even raising the

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<sup>130</sup> Interview, March 16, 1977

mill rate was not really regarded as a cost item. Trustee Sharf's primary concern in this matter was his own capability in answering to his constituency. As for actually approving expenditures and budgetary estimates, Sharf approved if Stang recommended.

#### 6. Theoretical and Philosophic View on Education

Trustee Sharf was fully capable of articulating a philosophic position on board issues. This dimension of his function on the board set him apart somewhat from most other board members who rarely mentioned philosophic perceptions in debate. This decisional determinant for this trustee was also evident in his requests for further discussion on issues that the majority of board members were already prepared to decide upon.

Several issues that depicted Sharf's theoretical and philosophic orientation toward education included the sale of land for parking use, negotiations with elementary teachers, Teacher Relations Liaison meetings, and the selection of a supervisory officer. In the case of selling land he indicated that using school land for parking could not be justified. It was Sharf's opinion, actually firm belief, that school properties were to be used for educational purposes only. In his opinion, the use of land for parking was far from educational and could not be supported by him as a trustee.

In terms of negotiating with elementary teachers, Sharf's continued concern was whether the issues to be negotiated were monetary or educational. In this case the board officials declared that these issues were all monetary.

Trustee Sharf's awareness of a philosophic position was again evidenced during the pre-hiring interviews with candidates for the supervisory officer's position. It was Sharf who observed, "The candidates' school philosophy would show up specifically in what they are doing."<sup>131</sup>

Because of his awareness of and comments on a philosophy of education, this trustee's vote, it must be concluded, was influenced by his perceptions of the philosophic implications of issues considered by this board.

#### Summary

Trustee Sharf, a newly-elected trustee, was approximately ten years older than the average age of the trustees of his board, 36 - 39 years. He was one of the most active participants in board debate and displayed a voting pattern that suggested a high degree of self-actualization and independence. His minority voting occurred primarily on issues that required a choice of support or non-support for teachers. He chose to support teachers. His voting behavior revealed a congruency not evident in all other trustees of this board. This congruency appeared in the rationale and philosophic positions espoused by this trustee and the actual casting of his votes, even if his vote was the only one made against the rest of this board.

Trustee Sharf was prepared to decide on a board issue when he had gained the perceptions of the other trustees about an

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<sup>131</sup>Field Notes, Special Issue, April 18, 1977.

issue and the information available on it was complete and accurate.<sup>132</sup>

In the final cognitive appraisal of an issue prior to a deciding vote, it is hypothesized that for trustee Sharf this deciding vote could not be cast until the following decisional criteria had been met:

1. The positions and opinions of the board officials were made abundantly clear.
2. Adequate and accurate information has been made available.
3. The implications for teachers are understood and given support.
4. The wishes of the public and community have been given fair consideration.
5. The cost of the issue has been determined.
6. The theoretical and philosophical implications of the issue have been thoroughly explored.

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132

Interview, March 16, 1977

## 2. TRUSTEE SAM PIRA

### Demographic Description

Trustee Sam Pira is single, in his late twenties and has been a trustee for three years. He is a graduate of a university but has had no formal training or experience in the field of education outside his work as a trustee. He is a member of a minority cultural group, a fact which he indicated was a primary reason for his interest in serving as a trustee. He came to Canada as an Italian immigrant when he was four years old and has been interested in representing his ethnic culture ever since becoming an adult. His current position is that of a Law Clerk and he does a lot of work in the area checking property ownerships even though he graduated with an arts degree in Italian studies.

Pira now spends about fifteen hours (board average is approx. 20 hours) per week on board related work and stated it had taken him five to seven months to become familiar enough with this school system to participate knowledgeably in this board's decision making process.<sup>133</sup> He perceived himself as exerting some influence on decisions made by the board and as exerting much influence on trustees Cairns, Graham, Dawson, Rogers and Lane as individual members of the board.<sup>134</sup> He also gave each one of these trustees the highest ranking on a scale from one to three in terms of their prestige with the public.<sup>135</sup>

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Interview, May 5, 1977.

134

Ibid.

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Ibid.



Trustee Pira was satisfied serving as a trustee because it helped him develop his personality, increased his awareness of his community and provided an opportunity to assist in the formulation of policy and to participate in the governance of schools,<sup>136</sup>

This trustee rarely spoke up or participated in board debate and when he did, it was often to help the other members, "get back on the subject that was being considered."<sup>137</sup> During the time of this data collection, Pira participated in debate on seven occasions only, and then never more than once on any specific issue of the 33 debated. Only one other trustee, Doug Wilson, participated less in board debate than did Pira.

#### Why a Trustee

In answer to the interview question of why are you a trustee, this trustee cited three specific reasons: 1) a desire to be involved in his community by having a voice in what was happening in that community, 2) a desire to represent the minority group of which he is a member as well as other ethnic communities, and 3) the people from my ethnic group wanted me in and voted for me.<sup>138</sup> He believed that his role as an elected representative of a specific constituency necessitated that he be heard on behalf of an ethnic group. He also believed it necessary that he verbalize for his community members the educational wishes they had for their children; and that he be vigorously involved in decisions made by this board that served to lessen discriminatory practices in the school system

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<sup>136</sup> Ibid.

<sup>137</sup> Field Notes, Board Meeting, February 14, 1977.

<sup>138</sup> Interview, May 5, 1977

where he served as trustee.<sup>139</sup>

### Voting Behavior

Pira's confident perceptions of his reasons for being a trustee might have implied a voting pattern consistent with such a view of himself and the public he represented. This however did not prove to be so. Trustee Pira rarely voted in the minority and appeared particularly anxious to ascertain the opinion of the majority before casting his own vote.

The 100 issues on which votes were cast and their classification have been discussed earlier and will not be discussed here again outside of where necessary to provide a description of trustee Pira's voting behavior.

The recorded votes show trustee Pira voting in the majority of this board on 92 of the 100 issues. The voting tables further show this trustee to be absent on four occasions and abstaining from casting a vote on one issue. This indicates that in actuality his vote coincided with the majority vote on 92 of 95 votes cast. The remaining three votes placed Pira in a minority position along with Sharf and Graham on one, himself only on another, and trustees Dawson, Sharf and Wilson for the third issue (voting TABLES TWO and SEVEN, pages 62-65).

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Ibid.

TABLE EIGHT 'B'

<u>TRUSTEE CLUSTERED VOTING PATTERN ON TEACHER RELATED ISSUES</u>																		
TRUSTEES	ISSUES																	
	73	93	78	60	53	26	97	77	75	34	92	94	96	99	39	74	100	
Peters	+	+	+	+	+	+	+	+	+	+	+	+	+	-	-	+	-	-
Lane	+	+	+	+	+	+	+	+	+	+	+	+	+	-	-	-	+	-
Wilson	+	+	+	+	+	+	+	+	+	+	+	+	+	-	+	-	-	-
Cairns	+	+	+	-	-	+	+	+	+	+	+	+	+	+	+	-	-	-
Rogers	+	+	+	+	+	+	+	+	+	+	+	+	+	+	-	-	-	-
Hanson	+	+	+	-	-	+	+	+	+	+	+	+	+	-	-	+	-	-
Graham	-	+	+	+	+	-	-	-	-	-	-	+	+	+	-	+	+	+
Dawson	+	+	+	+	+	+	+	+	+	-	-	-	-	-	-	-	-	-
Pira	+	+	+	+	+	+	+	+	-	-	+	-	-	-	-	-	-	-
Sharf	+	-	-	+	+	-	-	+	-	-	-	-	-	+	-	-	+	+

+ = votes for  
- = votes against

Trustee voting was recorded in this table of teacher related issues on the basis of a direct clustering method.

In searching for elements of voting patterns or uniqueness it appears valid to suggest that no individual trustee would be able to cast coincident votes with the majority of the other board members on 92 of 95 issues by chance. The three minority votes cast by Pira all appeared in the category of teacher related issues and of these, none were intensely debated. By voting in a minority position on these three issues this trustee supported the minority position of trustees Graham and Sharf mentioned earlier. This issue dealt with the form of communications the board should adopt toward the teacher federation's representative, Tim Tagg. Although trustee Pira stated that, "the majority of teachers in this system are very good and dedi-

cated," he did not want to risk harming the relationship between the board and its teachers by communicating its position on the delicate matter of 'teacher surpluses' in a manner less personal than face to face communication. <sup>140</sup> Issue 92, regarding professional development days for teachers, also found trustee Pira voting for more than the ten days that the majority of trustees accepted. The reason for this minority vote may be surmized to be the same as that for the above communications issue.

The voting data on teacher related issues (TABLE EIGHT 'B', page 97) also shows convincingly that trustee Pira voted in a manner almost identical to that of trustee Dawson. They differed on only three of thirty-four issues voted on, a voting coincidence of 91.2 percent. This voting coincidence for all data for these two trustees proved to be 96 percent, or a casting of the same vote on 75 of 78 issues. It is of particular interest to report here that these two trustees were the trustee representatives of the religious separate school system functioning within the public system of this entire school jurisdiction.

#### Summary of His Voting Behavior

Trustee Pira displayed a behavior of voting on this board that was difficult to classify in identifiable terms. The most unique characteristic of the way he voted revealed that he managed to vote with the majority on 92 of 95 issues and cast only three minority votes, all of these in the teacher related issues category. This

trustee expressed a strong desire to represent his ethnic community but his voting pattern indicated that his decisions essentially rested with the majority of the board.\* It must however, also be pointed out that only a few issues possessed potential ethnic substance. But a later assignment of his, namely serving on a Task Force studying cultural issues, surfaced a rather surprising lack of commitment to his expressed ideological position. This lack of commitment was evidenced primarily in his frequent absence from meetings and apparent non-involvement in meetings attended. Personal reasons for not attending were given when asked about this non-participation observation.

This contradictory voting position relative to his constituency may in fact not have been contradictory should the majority of this board have viewed and decided upon educational matters in a manner almost identical to the way trustee Pira would perceive his constituency to have wished the decision to be. The possibility of such a correlative position between the board and the constituency of one of its members has been regarded as very rare and quite unlikely.

#### Special Issue

The issue of selecting a new supervisory officer for this board evoked more verbal response from this trustee than did any other single issue. Even then his comments were brief and guarded. During one private session and three caucus meetings held to consider this important issue, trustee Pira contributed only four

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\* Voting TABLES FIVE, SIX, SEVEN, EIGHT (p. 64-66).

comments throughout the debate.<sup>141</sup> In the first private session he indicated that, "we must stick to a commitment to our officials,"<sup>142</sup> implying that the officials' recommendation of candidate James Stann be supported by the board. However, this position had been expressed before the board chose to conduct an interview with candidate Ken Deeks who previously had not been short listed. It appears that after this interview, Pira's decision swung to Deeks. He voted for him consistently throughout the four secret ballots even though he did not speak up vigorously for the candidates he preferred at any time. He did however provide some reasons for his preference by expressing these two observations relative to his preferred candidate, "We just never will find the ideal person," and "I made a decision before I came tonight; but I am dubious about all the candidates available, although I will go along with the decision of the board."<sup>143</sup>

For Pira, as well as for the other trustees, the late hours of private and caucus meetings appeared to affect his personal position and resulted in his call for a vote, "I'm tired of old circular ideas. Let's either vote now for the candidate or delay the whole decision for another day."<sup>144</sup> This latter quotation from trustee Pira was characteristic of his expressed perception of his role as a trustee. In decisive terms he indicated on a

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Special Issue notes, April 18, 25, 28, 1977.

142 Ibid.

143 Ibid.

144 Ibid.

number of occasions that a responsibility of his on this board was "to keep the board on the topic of discussion."<sup>145</sup> The data suggest he thought he could help the board focus issues and let them know they were moving away from the topic or had discussed it adequately and were repeating a debate. He was however, cautious not to embarrass trustees and rarely asked them to stick to the topic in a public forum, but would do so readily in private sessions.<sup>146</sup>

Again as evidenced earlier, trustee Pira voted in the majority on the selection of a supervisory officer and his preferred candidate received the appointment. His vote however, was not random, but carefully chosen, and the telephone call-back to him after the discussion revealed the dilemma he had been in. In this conversation he indicated that he had not been able to assess the suitability of the candidates through the interviews, but that he had been able to recognize Deeks to be, "...the most aware, normal and straightforward of the two final candidates."<sup>147</sup> According to trustee Pira it was, "...the officials that put me into a dilemma because we were opposed to each other and Stann was not suitable in my terms even though the officials asked that we choose him."<sup>148</sup>

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145 Interview, May 5, 1977.

146 Ibid.

147 Telephone call-back, May 6, 1977.

148 Ibid.

### Decision Making Determinants

The analysis procedure for arriving at decisional determinants for trustees has already been presented. However, since trustee Pira proved to be a board member of few words, field notes taken depicting his participatory contributions at board meetings did not provide substantial data for the hypothesizing of decision making determinants in his case. Fortunately, this trustee permitted an extensive and thorough interview (2½ hours), and was always willing to discuss board and related matters when called upon. He was also observed while functioning as the co-chairman on the committee on multiculturalism.

Although trustee Pira's comments were few and brief, especially at board meetings, several have been included here for the purpose of illustrating the hypothesis generating process followed in this research.

ISSUE	PARTICIPATORY COMMENTS	DECISIONAL HYPOTHESES
Negotiation planning meeting re: TACOE	- Let's stick to the topic and get on with the work	- regards extraneous discussion irrelevant
Use of school for collection centre for bottles & cans	- This is dangerous for children and schools should not be used as collection areas	- awareness of children - children a priority over recycling depots
Staff allocation and teacher surplus	- Watch the ploy that is used by teachers in their dialoguing with the board	- suspicious of teachers' communication

FIGURE 6. Participatory Data collected on trustee Pira and Decisional Hypotheses made from them.



Since the brevity of trustee Pira's comments at board meetings did not permit adequate hypotheses generation, extensive use has been made of interview, participatory observation, and informal contact data for the identification and classification of his decisional determinants.

In following the process depicted in Figure 3, page 53, for the determination of decisional determinants, thirteen such identifiable determinants for trustee Pira were reduced to five primary determinants. The following figure contains the thirteen determinants identified as actively operative and the number of times they were referred to in this trustee's cognitive appraisal of issues debated by the board during the time of this study.

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**DECISIONAL DETERMINANTS**
**FREQUENCY OF USE**


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1. Consideration of the board officials' opinion and position on an issue.	8
2. A concern that his community and ethnic minority group be represented and heard.	7
3. Requesting complete information, and awaiting debate and good reasoning.	6
4. Asking the board to stick to the topic	4
5. Perceiving the preference of the majority of the board.	3
6. Time commitment required for issues to be considered or completed.	3
7. Regard for teachers.	3
8. The opinion of other trustees.	2
9. Personal dimensions of an issue.	2

## DECISIONAL DETERMINANTS

## FREQUENCY OF USE

10. Are the issues being considered in public or private sessions?	2
11. Awareness of the political aspects of board responsibilities.	2
12. Concern for the welfare of children	1
13. Philosophical view of an issue.	1

FIGURE 7. Decisional determinants identified from a personal interview, comments at board meetings, telephone conversations and personal dialogue with trustee Pira during the consideration of 33 debated board issues.

The thirteen decisional determinants identified as the criterion trustee Pira referred to in considering board issues are not regarded as existing independent of each other, but rather as an interrelated composite of the cognitive appraisal criterion applied as necessary, by this trustee.

For the purposes of this research only the four decisional determinants identified as primary in the decision making function of this trustee will be described in detail. In the case of trustee Pira, the frequency of use of these primary decisional determinants was not the only criterion used in their selection. Since this trustee was so brief in his comments, the spontaneity and intensity of his response were also taken into account. The fourth of the primary determinants was regarded as such because of his voting

behavior. If the frequency of reference and use only, had been used as the sole criterion for the selection of the fourth primary determinant it could not have been included because other decisional variables were referred to with equal frequency.

1. Consideration of the Appointed Board Officials' Opinion and Position of Issues

Although trustee Pira regarded himself as an independent and autonomous board member, the data revealed him to be very sensitive to the positions that the appointed board officials held on debated issues, and in most cases would support the position put forward by them. This decisional variable appeared as most dominant of this trustee's thirteen identified decision making variables. He indicated that this board held the officials in high regard and that their salaries were fair. His response to the question of the officials' salaries confirmed his high regard for them, "...for the time and effort they give, and the garbage they take from trustees, their salary is fair."<sup>149</sup> He also viewed them as the board's greatest source of expertise on matters of education; "For me, the greatest expertise is in the administrators. They have the broadest expertise in most matters."<sup>150</sup>

Throughout the data collection period, this researcher never heard this trustee overtly challenge any board official.

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149

Interview, May 5, 1977, p. 4

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Ibid.

It appears reasonable to assume that trustee Pira felt comfortable and assured that the judgment of the officials was, in most cases, a good one and that he could feel confident in giving them his support. It was this attitude that, in all likelihood, served as a basis for the decision in voting for a salary increase for the board officials. In this particular case he promptly seconded the motion to increase the officials' salaries (TABLE THREE, Issue 16, page 63) made by trustee Sharf, and cast his vote with the majority with predictable regularity.

When this trustee was asked to comment on indications of leadership evident among trustees he answered by saying that, "trustees should take initiative, but at times much comes from the officials."<sup>151</sup> In essence, trustee Pira regarded the officials of his board as the primary source of this board's educational expertise and according to him, they also took informal initiative related to board matters and exercised needed leadership. Prior to casting a vote, trustee Pira had to feel confident that he knew the position of the officials on the issue to be decided upon, and only on rare occasions did he vote contrary to their expressed preference. Much support for this inference was gained when he was asked where from the board received advice. His answer was, "... the biggest factors are advice from trustees, officials and legal sources." <sup>152</sup>

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Field Notes, Special Issue, April 25, 1977.

152

Ibid.

The data further indicate he voted in a position contrary to the officials only once on the 33 debated issues. This was with regard to the hiring of a supervisory officer and trustee Pira's vote, with the majority, countered the expressed majority opinion of the board officials. In a subsequent conversation with this trustee it was learned that he had voted for supervisory officer candidate Deeks because Deeks had assured the board during the interview that he unequivocally supported third language instruction. None of the other candidates voiced as strong an affirmative answer to this interview question on third language support that Pira posed of each candidate. Consequently, because of this trustee's personal concern and responsibility toward the ethnic group he represented on this board, he chose to vote for the person whom he thought would best serve the needs of a minority group. This contrasted sharply with a decision for the candidate for whom the board officials expressed a strong preference.

As a decisional determinant, trustee Pira's perceived responsibility toward his ethnic constituency appeared as a more influential variable than his regard for the position of his appointed officials for this one issue only. However, because of the intensity of this hiring issue and the open declaration of a personal position on the choice of personnel required of each trustee, the data suggested that even though trustee Pira appeared to regard the officials' opinion as the most important criterion for his decision making function, his position

as an elected representative of a minority group might well be his primary decisional determinant.

2. A Concern That his Community and Ethnic Minority Group be Represented and Heard

His vote on the hiring of a supervisory officer, his frequent reference to the need of representation for ethnic groups, his position as co-chairman on the Work Group of Multiculturalism and his stated reason for being a trustee substantiated the above stated variable as a decision determinant for trustee Pira.

As was mentioned earlier he perceived the educational expectations of his community to vary significantly from those of English speaking communities. "These", he stated, "want English and French only and don't want to introduce a third language."<sup>153</sup> Furthermore, "the English speaking are not interested in moral education which the ethnics want; such as the teaching of integrity, honesty, about the vices, religious training, and family life. The ethnic and English are so different in family unit priorities."<sup>154</sup> To further support the decisional determinant being discussed here, trustee Pira in response to the question of, how would you have handled the issue of multiculturalism if you had been the Director of the board, stated, "I would have been more receptive to this issue. It is near and dear to me. I would have sensitized my officials and teachers to generate a climate of support and recep-

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Interview, May 5, 1977, p. 2.

154

Ibid,

tivity toward the plight of the immigrants."<sup>155</sup> He also suggested that community participation in decisions being made by the board was quite important, especially on controversial matters that affected it directly.<sup>156</sup>

The data conclusively supports the hypothesis that community awareness and support for ethnic groups existed as a decision making determinant for this trustee. In his own words Pira described his role in the process of this board's consideration of a controversial issue as, "...presenting my point of view and my knowledge as an ethnic representative to the board. When a really controversial issue is considered I can't sway anyone that much; but if I am really adamant I can sway some, especially with regard to issues pertaining to immigrants."<sup>157</sup>

### 3. Complete Information, Debate and Good Reasoning

Trustee Pira would not decide on an issue before he perceived his information to be complete and that adequate debate and good reasoning had taken place. The dimensions of debate and good reasoning appeared as concerns of this trustee for the board's decision making process and for the decisional process for himself personally. He described the decision making process of this board in the following manner; "Hear the reports, listen to all sides, allow for adequate discussion, hear the view of the officials, the trustees and community and then finally decide."<sup>158</sup> For himself,

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<sup>155</sup> Ibid., p. 5.

<sup>156</sup> Ibid., p. 8.

<sup>157</sup> Ibid., p. 10.

<sup>158</sup> Ibid.

information on an issue had to be complete. If it was not, he would go to the officials for more background data.<sup>159</sup> His own process of arriving at a decision was described as first reading the agenda and related materials, then deciding on what choice was best, then listening to board debate and being swayed in his opinion only if convinced to do so by superior reasoning.<sup>160</sup>

The need for accuracy and adequacy of information on issues was the reason for trustee Pira to talk to the Director during informal sessions after board meetings and for his participation in informal communication processes with other trustees between board meetings.<sup>161</sup>

For trustee Pira, clarity of information was important. Once this criterion had been met he could say, "After much discussion, I decide and then stick to it."<sup>162</sup> His references to accurate and adequate information, his pursuit of the same and his insistence upon discussion and debate, confirmed these decisional determinants as actively operative in his cognitive processes prior to making a board related decision.

#### 4. Perceived Preference of the Majority of the Board

This trustee's voting pattern and stated perception of decision making did not appear as coincident as might have been

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<sup>159</sup> Ibid., p. 11.

<sup>160</sup> Ibid., p. 9.

<sup>161</sup> Ibid., p. 13

<sup>162</sup> Ibid., p. 12.



expected. The voting pattern revealed him to vote with the majority of this board 96.9% of the time. His own statement, however, read, "I sometimes take cues from others prior to a vote, but really don't take cues. Usually I am the first to vote."<sup>163</sup>

It is the conclusion of this researcher, that trustee Pira genuinely perceived himself as a trustee who could make decisions rather independently of others. In contrast the data appear to suggest that his stated preferences for adequate discussion of issues and acknowledgement of superior reasoning that occurred through these, allowed for an assessment of a collective position of the board by this trustee. A counter argument would suggest that Pira used these debate sessions for collecting his own decision making data. This argument however found little support in the recorded observations. By considering this trustee's board behavioral characteristics along with his high percentage alignment with the majority vote, the suggestions could be drawn that this trustee deliberately utilized his perceived opinion of the majority of his board as an identifiable decisional determinant.

#### Summary

The identification of this trustee's decisional determinants was not made possible through an analysis of his verbal participation during debated issues. Such participation was

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<sup>163</sup> Ibid., p. 12.

almost non-existent. However, because of data obtained from a spontaneous and thorough interview, and frequent informal but informative personal contact, his primary criteria for decision making could be identified. These emerged to be a consideration of the appointed board officials' opinions and positions on issues, a concern that his community and ethnic minority be represented and heard, a desire for complete information, debate and good reasoning; and a perceived preference of the majority of his board's position on issues to be voted on.

### 3. TRUSTEE FRANCOIS LANE

#### Demographic Description

Trustee Francois Lane had been with this board for two years. He was in his middle thirties, married and had two children in this school system. He had no university training and is English. His time spent on trustee related work amounted to approximately 30 hours and he estimated that approximately 8-10 months were required for him to become familiar enough with this school system to contribute knowledgeably to the board's decision making processes. He was very satisfied in serving his community as a trustee and regarded himself as exerting somewhat of an influence on decisions made by this board. The reason for his satisfaction was given to be:

"I feel I am reaching my community and I enjoy being a trustee. I feel our board is a very productive one and I have learned so much in my everyday life. I like the people and the students."<sup>164</sup>

The constituency that elected this trustee has 6,500 voters and a student population of 4,000. The ethnic populations represented in his ward are Italians (the largest population), Anglo-Saxons (second largest), West Indians, and East Indians. This trustee described his area as one with middle income socio-economic status and one with reasonably united expectations of education. His district was not united on all issues, but it was one in which there was a desire for more discipline in the schools. Also, it was the general perception of his public that there are too many frills in education.

The political culture of his ward revealed that many of his constituents participated actively in school system affairs. This was reflected in his being contacted at least once a month by a community pressure group. Two delegations from this school area have appeared at board meetings in the past half year over the issues of a teachers' strike and teachers' professional activity days. A political party (federal and provincial) was also active in this district, although the percentage of voter turnout for the last election was only 21 per cent.

Lane regarded the school-community relations in his ward as cooperative, although there were exceptions to this. He indicated that some of the principals in his electoral area were trying to keep the public out of school issues completely.

#### Why a Trustee

Trustee Lane was an energetic and enthusiastic trustee. It was his perception that he represented his constituency on certain specific issues. One of these was the issue on discipline. He said, "I don't like the open concept either,"<sup>165</sup> meaning that he agreed with his constituency on matters of firmer and more controlled discipline. This trustee also provided some other reasons for serving as a trustee in his community. These were:

"I am concerned about the way education was going and worried about the effect it had on my children. There was very little communication evident between the school and the public, and none between trustees and the public. I didn't want to change the system but I wanted to know what was going on. I wanted to help people with problems in the area of education."<sup>166</sup>

<sup>165</sup> Interview, January 26, 1977, p. 2.

<sup>166</sup> Ibid.

It was his belief that he functioned as both a representative and a delegate of his constituency and that it was the specific issue under consideration that determined his political and board position. He stated this perception rather clearly in this manner, "I don't necessarily do what they (constituency) want, but I communicate back to them why and how I decided on various issues."<sup>167</sup> He further stressed that it was important to keep in touch with his constituency, but he acknowledged he didn't always have their full agreement but generally their support.

The data revealed this trustee to be fully conscious of his voting community and expressed a personal feeling of responsibility toward it. To add emphasis to this observation Lane's following statement appeared relevant, "It upsets me when some trustees try to decide what's best for another constituency! Decisions made must relate to the people subject to them and it is particularly important to remember what is best for a certain community."<sup>168</sup>

From these comments it appears evident that trustee Lane was fully aware of his position as an elected member of the board and of the electoral district that placed him in this office. Since this was his second term of office, and he won the last election by acclamation, it may be assumed that he had satisfied

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<sup>167</sup> Interview, January 26, 1977, p. 13.

<sup>168</sup> Ibid.

the majority of his voters during his first term as their trustee.

### Voting Behavior

In describing trustee Lane's voting behavior, three particular characteristics may be noted. These are his voting pattern, voting uniqueness and voting relationships with other trustees.

His voting pattern depicted him as voting with the majority of the board on 87 of 94 issues, or 93 percent of the time. His percentage of voting with the majority however, varied according to the issues under consideration. Voting TABLES TWO through EIGHT, pages 62 - 66, reveal this percentage to vary from a low of 77 percent on Personal Related Issues, (TABLE THREE, page 63) to 100 percent on issues related to Program and Instruction; Communication; Plant and Planning; Finance; and Working with Outside Agencies. This leaves little doubt but that trustee Lane generally voted in agreement with the majority of the other trustees and consequently may be regarded as a consensus type voter in most cases. However, this high percentage of majority votes did not allow him to be classified as a voter incapable of voting independently on issues on which his position rested with the minority of this board.

His ability to assume a minority position was clearly illustrated in his comment on a discipline report which recommended a system wide orientation toward discipline in the schools

that was not popular with this trustee's constituency.<sup>169</sup> In this case he voted in the minority - with four other trustees. An exclusively representative vote for his constituency.

Lane's minority stance, according to the voting tables, was not as intense or individualistic as that of either trustees Sharf or Graham. This may be stated with qualification, for in no case did Lane vote in the minority alone, whereas the other two did, especially Graham. It is however important to note that the greatest number of Lane's minority votes occurred in the areas of Personnel Related Issues, and Teacher Related Issues. As was indicated earlier he always had someone else voting with him, and the voting in these areas proved to be no exception. These issues in the area of personnel included a request for an appointed selection committee to bring in more candidates (TABLE ONE, 46, page 57) and the special issue of hiring a supervisory officer (TABLE ONE, 83- 90, page 57).

Issue #46 asked the selection committee for the short listing of supervisory officers for the purpose of presenting more alternatives for the board to consider. Lane resisted this along with trustee Sylvia Rogers. He had served on the committee that provided the first short list and was satisfied with the

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Interview, January 26, 1977, p. 2.

candidates chosen during the first selection process. He emphasized this by saying, "Candidate Anderson is interested in the community and a multi-cultural society and I like candidate Stann."<sup>170</sup> Of course, as had happened many times previously, the meeting hour when this was being discussed was past 1:00 a.m., and Lane's comment about this was, "I'm getting too tired to comment."<sup>171</sup> Individuality in this case was however, evident.

The hiring of a supervisory officer is dealt with separately later on in this analysis and will not be discussed here except to say that trustee Lane, even though he had to concede to bringing in more candidates, persisted with consistency, in his evaluation of candidates from the first short list. He would not vote for Deeks even though the majority of his board did.

Issues numbered 39 and 94 were not contentious issues and a minority vote for these might be interpreted as a pro-board vote in contrast to supporting teachers in issues related to them. These dealt with referring a matter of part-time teacher appointments to a teacher relations liaison committee for more teacher participation, and the designation of six days of professional development activity and not for administrative duties, as teachers seemed to be doing. Lane's voting in all areas of teacher related issues was solidly with the majority. Issues

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Field notes, Special Issue, April 18, 1977.

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Ibid.



revealing a board vs., teacher stance found him voting with the board.

In terms of trustee Lane's coincident vote with other trustees, the only area of voting that could be used as an analysis base was the voting area showing the greatest variance. This was the area of Teacher Related Issues (TABLE EIGHT C, a voting table as it appeared for the two previous trustees). This voting pattern showed Lane voting in almost complete agreement with trustees Peters and Wilson, and definitely within the majority core of this board. This majority included, in addition to the two just mentioned; trustees Cairns, Rogers and usually Hanson. It is of significance to note, that on more than one occasion trustees Lane and Peters expressed a mutually anticipated pleasure of meeting for drinks on a social, non-board basis.<sup>172</sup>

A uniqueness that appeared in trustee Lane's voting behavior revealed he was absent for one vote only, abstained from one vote only and never voted in the minority alone. In contrast trustee Wilson was absent for 21 issues and Peters for five. It appears particularly unique that trustees Lane and Peters and Wilson voted different from each other on only three of thirty nine teacher related issues; 39, 29, and 94. These issues have been named earlier and none of them were particularly contentious. This data reveals that of the 95 issues voted upon jointly by Lane and Peters, they differed on nine. This amounted

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Field Notes, Additional Observations.

to a 91 percent coincident vote. Trustee Wilson voted jointly with these two on 79 issues and differed from Lane seven times for another coincident vote of 91 percent. Wilson differed from Peter's vote four times on 72 issues, (their joint absence explains the fewer issues voted on) for a coincident vote of 95 percent. These percentages suggest conclusively that these three trustees rarely voted differently on issues and it may be hypothesized that they consulted with each other in some manner prior to an actual vote. The vote on issue #82, calling for an increased short list, shows these three trustees abstaining from this vote (TABLE THREE, page 63). This information serves as added evidence of an agreement and that debate or an additional decisional process would not necessarily alter a prior agreed upon position among several trustees. A cleavage among Lane, Peters and Wilson appeared evident with trustee Lane not quite as closely aligned in voting behavior as were the other two.

#### Special Issue

Trustee Francois Lane was, as were all of the trustees, much involved with the selection of a new supervisory officer for this board. Lane had an additional responsibility though in regard to this issue. He had been chosen to sit on the selection committee along with trustees Sharf and Hanson and several supervisory officers, including the director, to draw up a short list of candidates from over forty-five applicants. Lane took

this responsibility seriously and considered all the applicants carefully before agreeing to a final short list of six for the whole board to interview.

Serving on this committee appeared to influence Lane's opinion as to which candidates to choose for hiring purposes. Also, the fact that one candidate of the six on the short list met with disapproval from all trustees seemed to generate some anxiety on the part of this trustee. It was Lane and not the other selection committee members that explained to all the other board members why a certain principal of this system who had also applied, had not reached this short list whereas others had.<sup>173</sup> As was mentioned earlier, the majority of the other trustees wanted candidate Deeks' name added to the short list. Lane did not appreciate this request. However, after much discussion she agreed to Deeks being interviewed in spite of his failure to make the initial list of six.

The data revealed with certainty that trustee Lane had made his final choice of candidate from the first short list. During the last caucus session in which the ballot vote was taken, Lane stated this about James Stann who by now was competing against Deeks, "I like him, and even if dull, will get along anyhow."<sup>174</sup> This trustee spoke very little during the pre-vote debate on the hiring issue. His opinion was that he had had his

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Field Notes, Special Issue, April 27, 1977.

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Field Notes, Special Issue, April 18 and 27, 1977.

participatory input during the drawing up stage for the short list and was now fully prepared to vote.<sup>175</sup>

In a telephone call to trustee Lane after the vote, he noted that he was suspicious of Deeks, "... he may be a trouble maker because he's hiding something, and Stann is more animated."<sup>176</sup> It is also of interest to note here that Lane specifically stated, "the opinion of the officials did not affect me. People are biased in whom they want and we need fresh blood in our staff. I agreed on the same man as the officials wanted, but for different reasons than theirs."<sup>177</sup>

The decision making hypothesis drawn from the data on this hiring issue for this trustee suggests that he made up his mind on whom to vote for on the basis of information received during the short listing process. He was also fully aware of the officials' position, he feared Ken Deeks somewhat and firmly believed that the collective board vote on this issue was the best decision that could be reached. His own words on this decision were, "Everything in a collective decision works for the good."<sup>178</sup> By making a statement such as this, he essentially voiced approval for the majority vote, but retained his personal voting position.

#### Summary of the Special Issue and Voting Behavior

This trustee may not have been voting as independently as

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<sup>175</sup> Ibid., April 27.

<sup>176</sup> Telephone Call-Back, May 6, 1977.

<sup>177</sup> Ibid.

<sup>178</sup> Ibid.

his vote and comments suggested. In this case, as in the case of others, trustees Peters and Wilson voted with him throughout the casting of the four ballots (TABLE THREE, page 63). Sharf joined this threesome later, but in a rather independent manner for he had not cast a vote until the final ballot of the four that were taken. It is hypothesized that the opinion and position of the board officials and the growing support of the other two trustees Peters and Wilson, influenced Lane's final vote most directly. In this case it was a minority vote for James Stann.

#### Decision Making Determinants

Trustee Francois Lane was not as vocal and as animated at board meetings as were some other trustees. He spoke up twenty-eight times during thirteen board meetings from January 13, to May 16, 1977.<sup>179</sup> However, he was certainly sociable and outgoing when outside the board room, even inside.

Data on him was readily obtained through personal conversations, telephone calls, committee meetings, and an extensive interview. In fact, this trustee was the easiest one to observe in an informal setting because of his enthusiastic and spontaneous way of relating to all those about him at such times. It even appears significant to note here that this trustee would frequently leave the board chambers during board meetings (about twice per meeting) for personal reasons, and when passing by some of the board officials on his way out, would either give one or the

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Field Notes, Board Meetings, January 13 to May 16, 1977.

other a friendly tap on the shoulder or stop for a moment to share something which generally appeared quite humorous.<sup>180</sup> Spontaneous laughter usually followed as this trustee continued his exit.

Although Lane's comments at board meetings were not extensive, he did not appear hesitant to speak when he considered it necessary, even though it must again be mentioned that jest and humor were quite characteristic of his verbal responses.

For the purpose of illustrating the participatory comments this trustee made during the data collection period of this research the following quotations and subsequent decisional hypotheses have been included here:

ISSUE	PARTICIPATORY COMMENTS	DECISIONAL HYPOTHESES
Draft report on Multiculturalism	- I want the report readable and acceptable to the public.	- Recognizes this school jurisdiction as one with a multicultural population and expresses a need for sensitivity to this by the Board of Education.
Community library wishing to purchase land from this board for additional parking	- Can't you expand elsewhere, I don't want school property used for this.	- A definite orientation as to what school property is to be used for Tends toward a philosophy of education
Considering a directive for a basic curriculum for school received from the provincial government	- What would be the impact of this on Johnson Collegiate ( a school in his ward)? I feel this is a panic move on the part of the government. What normally takes three years to do, is now to be done in three months. They want to gain public support in a hurry.	- A political awareness of educational issues. Also a concern for schools in his own community and an anticipation of community response. Again, an awareness of a political dimension in school governance.

FIGURE 8. This figure illustrates the participatory comments made by trustee Lane and the decisional hypotheses drawn from them.

The decisional determinants hypothesized to be most operative in the cognitive appraisal of board issues by trustee Lane have been recorded here in a descending order of frequency or reference. The reference cited is based on this trustee's specific reference to these variables in his comments during meetings and personal dialogue.

DECISIONAL DETERMINANTS	FREQUENCY OF REFERENCE
1. An expressed wish for accurate, adequate and clarified information.	9
2. Considering the opinions, positions and influence of board officials.	9
3. An awareness of the public and community in relation to issues being considered.	7
4. Considering the impact of board decisions on teachers	4
5. A concern for qualitative decisions.	3
6. Considering his position as a representative trustee and a political awareness of issues	3
7. Referring to a philosophical and theoretical view of issues debated.	3
8. The participation of trustees in decisions made.	3
9. Concern over setting a precedent.	3
10. Considering the cost.	2
11. Awareness of the position of the majority of the board.	2
12. Working with (cooperating) outside agencies.	1
13. Time already spent on an issue.	1

FIGURE.9. Decisional determinants identified in the data collected on trustee Lane.

To determine the primary decisional determinants for this trustee, the frequency of reference criterion alone was not adequate. Interview and telephone call-back data were also considered along with the determinants as depicted in Figure 9, to identify those determinants that assumed the greatest importance for him. As a result of these data, numbers 1, 2, 3, and 4 of Figure 9, page 125, are regarded as the decisional criteria most characteristic of trustee Lane. These variables are dealt with on an individual basis in the section immediately following.

1. An Expressed Wish for Accurate, Adequate and Clear Information

A common request of Lane was for more information on issues debated from board officials. Characteristically he would ask board official Peter Fields, "I want more information on the core curriculum regarding English credits," and "I want to know what the \$20,000.00 for professional development and educational leaves covers?"<sup>181</sup> Fields would then provide the information required.

As depicted in Figure 9, the decisional variable discussed here is the one most frequently referred to by this trustee. Not only did he want more information, but he also wanted this to be made clear to him. At another time he would ask of official Fields, "I want to know specifically as to when the permanency of a position of such personnel take place?" and "I want more clarity in the concerns facing the board regarding issues about teachers."<sup>182</sup> These two requests for clarified information referred to an issue that dealt with facility changes in a high school, and the response

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<sup>181</sup>Field Notes, Board Meetings, February 14 and 28, 1977.

<sup>182</sup>Ibid., April 25, 1977.



received from a teachers' federation representative over the issues of teacher surplus and negotiations. Further support for this decisional criteria was gained when Lane was asked by this researcher at what point he was able to complete his decision? One of the reasons provided was, "When adequate information is given."<sup>183</sup>

As was noted earlier, this trustee's request for more information was generally made directly to the appointed board officials. Consequently the two determinants for decision making that assume the first two places of importance appear to be closely interrelated. It may also be hypothesized that since the officials, especially Fields served as a primary information source for Lane, his final decision on issues was also significantly influenced by them.

## 2. Considering the Opinions, Position and Influence of the Board Appointed Officials

According to this trustee, the board's main source of expertise on matters of education was the board officials, even though much important additional information from an adjacent board was available through their own chairman, Beverly Hanson.<sup>184</sup> He also stated, "Our greatest individual source of information on matters of board policy is Bob Stang, a board official."<sup>185</sup>

The data did not indicate that this trustee deliberately deferred many decisions to the officials. However, it did reveal

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<sup>183</sup> Interview, January 26, 1977, p. 12.

<sup>184</sup> Ibid., p.11.

<sup>185</sup> Ibid.

rather conclusively that the position that board officials took on issues was considered closely by Lane prior to casting a specific vote. This hypothesis on the officials' influence is being put forward here because of the positive regard Lane expressed and held for the officials of his board. It was mentioned earlier how he would frequently relate to them in a humorous manner and spontaneously exchange light hearted comments. A collegial relationship such as this may be interpreted to signify the absence of serious decision making conflicts between the officials and trustee Lane. The positive regard held by this trustee for board officials was further evidenced in his response to the interview question on the prestige that board officials have in this system. He indicated that trustees hold them in high regard, but that teachers held them in low regard. He qualified this perception of the teachers' view by attributing their current regard for officials to the following, "...because of the teachers' strike and pending negotiations."<sup>186</sup> However, most convincing was Lane's affirmative response to the interview question about the supervisory staff displaying a high motivation for serving the community. Lane added this qualifier to his statement above, "They always try to meet the needs of the community."<sup>187</sup>

With reference to the leadership skills of officials, Lane evaluated them specifically as: 1) a knowledgeable source of information, 2) they all take initiative, and 3) some are good at

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<sup>186</sup> Interview, January 26, 1977, p. 4.

<sup>187</sup> Ibid.

communications ... only two of them are poor at this.<sup>188</sup>

When the issue of the board officials' salaries appeared before the board in March, Lane offered no comment but voted in favor of the proposed increase. This vote by now would have been predictable from the data referred to thus far. In more specific terms, when asked specifically to provide his impression of the officials' salaries he stated, "They are fair, they (the officials) earn every cent they get."<sup>189</sup>

In summary, trustee Francois Lane paid close heed to the opinions and positions that the board officials held on various board issues. He related spontaneously to them in a congenial manner and on several occasions countered other trustees on this board who seriously and even suspiciously challenged the information and position of these officials. However, trustee Lane did not appear in the data as a 'rubber stamp' of the officials. In terms of comparing the educational leadership given to this educational system by trustees to that given by board officials, he emphatically stated, "Much initiative comes from trustees. Most reports come from trustees' initiative via., their community people. If this was left to the board officials and school principals, it would never get done."<sup>190</sup>

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<sup>188</sup> Interview, January 26, 1977, p. 8.

<sup>189</sup> Ibid., p.4.

<sup>190</sup> Ibid., p.6.

### 3. An Awareness of the Public and Community in Relation to Issues Being Considered

This particular determinant is being considered together with determinant number six, Figure 9, page 125; a reference to the political dimensions of his position. The reason for a coincident consideration of determinant numbers 3 and 6 is found in Lane's ready reference to his community as a criterion for voting on an issue. Support for this observation was evidenced when he questioned the position of the presented report on multiculturalism in terms of the third language instruction issues that this report raised. He assertively noted here that he would go back to his community and determine its wish in this matter before voting on the report. Then, "I will see what they (the community) want and vote accordingly."<sup>191</sup>

A statement of this nature allows for an interface of community awareness and concern on the part of this trustee; but it also allows for an hypothesis to be made regarding the political awareness of this trustee representing his community as its bona fide elected member.

In the case of Lane, a dichotomy of motivations in actual voting appeared in this data. This point is illustrated by how he convincingly let the other trustees know that he would vote according to his community on the third language issue, and he also did this on a discipline report considered earlier.<sup>192</sup> But both cases resulted in a minority vote for him. The outcome

<sup>191</sup>Field Notes, Board Meeting, January 13, 1977.

<sup>192</sup>Field Notes, Board Meetings, January 13, 1977 and September 19, 1976.

of these final votes appeared to please him very much. The decisional determinant identified from this contradiction of losing an issue but being satisfied because of it, appeared as Lane's satisfaction at having voted as he perceived his community wished him to vote; but also, in spite of his negative vote, having the issue passed which he in principle agreed to. One trustee's remark with respect to Lane's dichotomous voting and subsequent response was, "Now you can have your cake and eat it too,"<sup>193</sup> an obvious reference to the setting of a favorable political climate in the home school district of trustee Lane. This political dimension of Lane's decisional process was again noticeable in his response to the interview question of whether he could function as a representative of his whole community or more often use his own discretion in making a board related decision. He replied, "I use my own discretion at most times. Otherwise we have too many different opinions. Also the school and community organizations represent so few people."<sup>194</sup>

His sensitivity to his community in a rather political sense may also be noted in his participatory comments made at a public meeting at which the report on multiculturalism was presented. In discussing the community response to this report, Lane stated, "It is obvious that some people will be against this report, no matter what we try!"<sup>195</sup> A statement such as

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<sup>193</sup> Interview, January 26, 1977

<sup>194</sup> Ibid., p. 7, 1977.

<sup>195</sup> Ibid., p.9.

this implied both a desire to please the community regarding matters of education, but also a recognition that in political terms not everyone can possibly be pleased.

Trustee Lane's voting behavior placed him in agreement with his perception of his own voting publics' views on education. However, his personal responses to various issues passed by the board inspite of his negative votes for them, allowed for a decisional hypothesis to stand. Namely, when an issue arose that this trustee's community was overtly opposed to, Lane would regard it expedient to vote for it. This hypothesis does not however suggest that this vote of Lane's was the true personal orientation that he had toward such an issue. In essence, the community consciousness noted in the data as displayed by Lane, may be interpreted as an acute awareness of the political tenor of his elected position and subsequently to vote against his community could conceivably result in an adverse effect at the next public poll.

#### 4. Considering the Impact of Board Decisions on Teachers

During the time of this study, trustee Lane was never overtly supportive of teachers, nor did he openly attack or resist positions put forward by them. When asked how he felt about teachers in this school system he said, "Good ... I've seen so many of them work and it takes a special kind of person to teach well. However, we have a few who aren't so good."<sup>196</sup>

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Interview, January 26, 1977.

This statement essentially contains the attitude maintained and expressed toward teachers by this trustee throughout the consideration of all issues pertaining directly to them.

Lane's awareness of teachers as part of the whole education system that his board governed was evident in board debate on matters affecting them; however his regard for them might be termed distant and at times aloof. He was obviously concerned about objectivity and fairness in terms of board decisions related directly to teachers and their working conditions. A statement made by him during discussion of restructuring a liaison format between teachers and the board spoke of both; an aloofness, and a positive regard for their opinion. He said, "Let's go ahead with the Director's proposal (restructuring of a process) and then wait for the teachers' reactions, but let's make sure this remains a draft only."<sup>197</sup> The significance of this statement is increased by the fact that the discussion that took place just prior to Lane's comment tended toward more teacher involvement in this restructuring proposal before the preparation of the actual draft referred to above. Lane was not afraid of inadequate teacher participation but he did not wish to discourage it either.

In spite of a less intense regard for the impact of board decisions on teachers than that displayed by some of his colleagues, trustee Lane carefully appraised board issues that related directly to teachers with an expressed awareness of them adequately

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Field Notes, Board Meeting, March 7, 1977.

evident to qualify this impact phenomenon as one of his primary decisional determinants.

Two final illustrations that confirm the validity of this decisional hypothesis were gained from the telephone call-backs on the issues of professional development days and the termination of a teacher's contract. In terms of establishing the number of professional development days for teachers, Lane suggested that, "... many teachers don't even show up, ... the interviews don't always seem relevant and many of my parents don't show up."<sup>198</sup> Consequently, this trustee proposed the allotment of professional development days to be a compromise between what the community wanted and what the teachers wanted.

The termination of a contract/issue revealed Lane to be satisfied with the board's decision to terminate, but only after fair consideration of the teacher's situation had taken place. About this he said, "The teacher was given a fair hearing, I personally talked to the teacher about this many times - the teacher's just in the wrong profession."<sup>199</sup>

#### Summary

Trustee Francois Lane was a relatively new trustee on this board and had served as a trustee for only two years prior to his recent election by acclamation. He found much satisfaction in his role as a trustee, because it was in this capacity that he

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Field Notes, Telephone Call-Back, May 10, 1977.

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Ibid.



could reach the members of his community in terms of educational governance.

His voting pattern showed his votes to coincide with the majority vote of this board on 93 percent of the issues voted on. In essence, he appeared as a consensus voter. However, Lane would also stand with a minority on this board, but never entirely alone. If a minority stance was taken by him, it might be predicted that never less than at least one other trustee would take a coincident stance. This proved him to be capable of being individualistic, but never as intensely as were several of his trustee colleagues.

When required to make a decision on the hiring of a new supervisory officer, trustee Lane expressed some annoyance over the other trustees for not making their final choice from the short list of candidates that he had helped prepare. When the majority of trustees chose to call in another candidate for an interview, Lane did not respond positively and maintained his choice of one of the candidates of the first six presented. It is also of significance to report that his final choice of candidate coincided with the candidate recommended by the board officials. It is likely that he cast his vote for this person because he supported the officials' position. His support of the officials' position was also identified as a primary decisional variable for him.

Lane was not a highly vocal trustee and spoke up only twenty-eight times during thirteen board meetings. This was a

marked contrast to some other trustees who participated vocally 100 times or more during these same meetings.

The four decisional determinants most frequently referred to by this trustee during active board debate and other decisional processes of the board were identified as: a need for clear, adequate and accurate information; a favorable response to the officials' positions on board issues; an overt awareness of the public and political implications of issues dealt with; and an expressed recognition of the impact of board decisions on teachers in this school system.

#### A. TRUSTEE DOUG WILSON

##### Demographic Description

Doug Wilson is a young first term trustee with minimal board related experience. His age is close to 20, he is single and declared his ethnic background as Canadian-Welsh. At the time of this study he estimated that he spent six hours per week on board work. During the interview he was not able to determine how long it would take for him to become familiar enough with this school system to contribute actively at board meetings. It was obvious that this trustee was occupying his first publicly elected position. He displayed many novice hesitations and insecurities. But in spite of these, he regarded himself as a fully bonafide trustee who had assumed this position on the merits of an election won, and was prepared to assist in board decisions by casting his vote/s when necessary.

Wilson indicated satisfaction at serving as a trustee, but also acknowledged that he currently exerted very little influence on decisions made by this board. The reason he gave for his level of satisfaction in serving as a trustee was, "This work grows on you. It is a new and exciting experience for me and I have much interest in here. This is going to be my livelihood ... education."<sup>200</sup>

The community that elected trustee Wilson was divided in its expectations on education. Wilson, however, was not able to comment on this community phenomenon, for very few members

of his community spoke with him frequently. The population of his area was composed largely of white anglo-saxon Canadians who had lived in this city for several generations.

According to Wilson, the average income per family of this area ranged from \$18,000 to \$22,000 annually. Wilson's own salary, of course, was much lower than the average salary of his electoral district for he was not on full salary as a university student.

According to this trustee his community was not active in school system affairs and only 'a handful' participated on few occasions.<sup>201</sup> To further confirm this low community profile, this trustee had never been contacted by a community pressure or interest group and to date no delegations from his community had appeared at board meetings.

As has already been mentioned, trustee Wilson was a new trustee on this board and was serving in his first publicly elected position. This was regarded as the primary reason for his minimal verbal participation at board meetings. During the thirteen board meetings observed for this study, Wilson was absent during the debate of twenty-one issues and when he was present, did not speak up at any public sessions. The only occasions on which he would make any comments were in the private and caucus sessions during which the board selected two new supervisory officers. These comments amounted to three in number with two of these expressed in the form of questions.

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Interview, May 4, 1977, p. 3.

Trustee Wilson however, may not be regarded as an insignificant member of this board. In fact, the data proved him to be a trustee whose vote was vigorously sought after and on several occasions it became the vote that decided the passing or failure of motions.

#### Why a Trustee

To be a trustee meant being a part of education for Doug Wilson. In his words, "I want to be part of education, part of a long term process. I want to be a teacher and make a career of education."<sup>202</sup> He further identified a concern of his regarding a problem of property damage in one of the schools in his area as a motivating factor in his choice of running for office. However, his perceptions of system wide educational responsibilities were generally limited to his vote and to occasional discussions with two other trustees about board matters between board meetings.

It is being proposed here that Doug Wilson chose to become a trustee because others encouraged him to and because he recognized this as an opportunity to be elected. When he was elected, he regarded this as a golden opportunity for future personal career possibilities.

#### Voting Behavior

Even though trustee Wilson seldom spoke at board meetings, he voted on issues. His voting behavior however did not allow

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Interview, May 4, 1977, p. 6.

for much hypothetical conjecture. Of the 100 votes cast on issues during the time of this study, this trustee was absent during the first twenty-one considered. Conjecture intimates in this case, a somewhat less than mature or less responsible orientation toward a newly elected role. His absences were viewed as an initial orientation stage of this trustee. On many occasions he displayed a disposition of being timid and highly unsure of himself at board meetings. Consequently, it may have been his opinion that his vote would not be significant in board decisions and so chose not to vote in earlier meetings.

A later discussion with Wilson revealed quite a contrasting personal perception of his vote on this board. By this time he perceived himself as having cast the deciding vote on a \$250,000.00 property purchase for curriculum purposes.<sup>203</sup> This very change in self-perception also adds more significance to the earlier stated hypothesis on the absent votes.

The most unique aspect of Wilson's voting was his vote with the majority of this board on 75 of 79 issues, or a coincident majority vote of 94.9 percent. It also appeared unique that the only issue on which he abstained from casting a vote, although present at the meeting, was issue 82, a motion to call in Ken Deeks for an interview as a supervisory officer candidate. The uniqueness in this abstention was found in the fact that trustees Sharf, Lane and Peters also abstained, and later on proved to be the only trustees that also voted for Deek's opponent.

The fact that Sharf and Lane opposed this motion through their abstention is readily understood, for they sat on the original candidate selection committee; and to disagree with a motion implying inferior judgment on their part appeared logical. But for Wilson to abstain along with Peters permitted further hypothesizing. The inference drawn in this case was that Peters and Wilson had colluded on their choice of candidate prior to this meeting, and Wilson, at least up to this point, would not allow anything to alter his decision.

TABLE EIGHT 'D'

TRUSTEE CLUSTERED VOTING PATTERN ON TEACHER RELATED ISSUES

TRUSTEES	ISSUES																
	73	93	78	60	53	26	97	77	75	34	92	94	96	99	39	74	100
Peters	+	+	+	+	+	+	+	+	+	+	+	+	-	+	-	-	-
Lane	+	+	+	+	+	+	+	+	+	+	+	-	-	-	+	-	-
Wilson	+	+	+	+	+	+	+	+	+	+	-	+	-	-	-	-	-
Cairns	+	+	+	-	-	+	+	+	+	+	+	+	+	-	-	-	-
Rogers	+	+	+	+	+	+	+	+	+	+	-	+	-	-	-	-	-
Hanson	+	+	+	-	-	+	+	+	+	+	+	-	-	+	-	-	-
Graham	-	+	+	+	+	-	-	-	-	-	-	+	+	+	-	+	+
Dawson	+	+	+	+	+	+	+	+	+	-	-	-	-	-	-	-	-
Pira	+	+	+	+	+	+	+	+	+	-	-	+	-	-	-	-	-
Sharf	+	-	-	+	+	-	-	+	-	-	-	-	+	-	-	+	+

+ = votes for  
 - = votes against

Trustee voting was recorded in this table of teacher related issues on the basis of a direct clustering method.

This possibility of collusion between Wilson and Peters is further buttressed by evidence provided in TABLE EIGHT 'D', above, which reveals him differing from Peters only twice on sixteen teacher related issues and only once more on the remaining issues for a total coincident vote with Peters of 76 out of

79 votes or 96.2 percent.

Wilson's coincident vote with Lane on teacher related issues was the same as his coincident vote with Peters in this same category. The issues differed on were however, not the same for Peters as for Lane.

The data clearly illustrates that trustee Doug Wilson was not an independent voter at the time of this study. This in fact, may be the most unique aspect of his overall voting pattern. If he could not find agreement with the majority of his board (he voted with the majority 94.9 percent of the time), he voted with a minority that always had at least three other trustees voting together. This minority stance occurred only three times, or for 3.8 percent of the issues voted on.

It appears accurate to postulate that trustee Wilson received most of his voting cues from either trustees Peters or Lane, but predominantly from Peters. Further evidence of Peters' influence was found in the fact that Wilson frequently travelled to and from board meetings with her. One of Wilson's comments just prior to his vote on the hiring of a supervisory officer was, "I have made up my mind to vote for James Stann, for my father advised me to vote according to the board officials."<sup>204</sup> He also indicated that trustee Peters had given him precisely this same advice.<sup>205</sup>

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Field Notes, Special Issue, April 27, 1977.

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Ibid.



Special Issue

This was the only issue during this study on which trustee Wilson noticeably as an individual. Even though he spoke up only four times throughout the duration of four private sessions, his comments did provide insight into his cognitive appraisal of the issue at hand. An unexpected dimension of independent thought appeared in Wilson's questioning of the board officials' evaluation of the potential candidates during the second night of meeting on this issue. His words were, "If Stann was not a team man (the officials' evaluation) last week, how come he is one (officials' evaluation again) this week?"<sup>206</sup> It appeared evident that he was attempting to sort out conflicting responses from those whose information he trusted most. However, in spite of this slight departure from his current established pattern of compliant listening and majority voting, in his opinion he had received advice reliable enough to vote for Stann as the best candidate.

It may be noted that this minority vote of his was again accompanied by the votes of three other trustees. Characteristically his minority vote was not an independent one.

A telephone call to Wilson after the final vote provided the decisional determinants that had been most operative for him prior to his final decision. The information received from this call was so complete and direct that his complete response is included here:

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Field Notes, Special Issue, April 25, 1977.

"I went with the officials, they are our experts. My Dad (a past trustee on this same board) talked to me and encouraged me to vote this way. Also one of the officials slipped me a note during the meeting which said Anderson and Stann. I thought James Stann was the best man, he'll work with the officials."<sup>207</sup>

It should be explained here that candidate Anderson had been previously ruled out as a satisfactory candidate by this board. Consequently the note slipped to Wilson by a board official contained only one viable name, James Stann. This note representing the officials' choice, along with trustee Peters' close contact and advice to Wilson are conjectured to have been the most influential elements that contributed to this trustee's final choice of a new supervisory officer for his board. Later references to specifically identified decisional determinants for this trustee will serve to further substantiate the conclusions drawn about his decisional processes in making a choice of available alternatives for this special issue.

#### Decision Making Determinants

As was noted in the decisional analysis of trustee Pira earlier, for those trustees who did not speak extensively at board meetings, other relevant data had to be referred to. Trustee Wilson permitted collection of additional data by conversing freely with this researcher, allowing an intensive and extensive interview in his own home, and by inviting telephone calls at any time.

It must be stated here, that of all the trustees observed, trustee Wilson's minimal role in board activity forced a heavy

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<sup>207</sup>Field Notes, Telephone Call-Back, May 6, 1977.

reliance on data gathered through the interview, through comments from other trustees about Wilson, and through personal conversations with him. However brief and infrequent his comments on board related issues were, several are inserted here for the purpose of illustrating the inferential linkages between his actual statements and decisional hypotheses drawn.

ISSUE	PARTICIPATORY COMMENTS	DECISIONAL HYPOTHESES
Receiving Report of Task Force on Reading	- We had worked on this long enough. It wouldn't help to delay any longer. I didn't get as much community input as I wanted. I didn't get as much as trustee Peters. I wish I could get more.	- Concern for expedient decision making.
Termination of a teacher's contract.	- I want to get in on this issue and find the real things behind it. We should be fair. Bill Earl (supervisory officer) is a superintendent you can trust.	- Concern for qualitative decisions.
Multiculturalism	- I think trustees go to community meetings to kick up issues so they have something to do.	- Distrust for most trustees.

FIGURE 10. This figure serves to illustrate verbal responses from trustee Doug Wilson, and the decisional hypothesis drawn from them.

The data collected on trustee Wilson allowed for the identification of the following decisional determinants operative during the actual decision making processes of this trustee and the frequency with which he referred to them during the time of this study.

## DECISIONAL DETERMINANTS

## FREQUENCY OF USE

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1. The influence of the opinions and positions of board officials on issues considered.	9
2. The contact and influence of other trustees on this board.	7
3. A desire for a decision of quality.	2
4. Expediency of the decision process.	2
5. Participation of trustees in actual decisions made.	1

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FIGURE 11. Decisional determinants identified for trustee Wilson.

In the case of all the other trustees of this board, a minimum of five primary decisional determinants were identifiable. Because of Wilson's minimal participation in board activity and newness to his elected position, only two could be placed in this category. These are described in greater detail here.

1. The Influence of the Opinions and Positions of Board Officials on Issues Considered

This decisional determinant was certainly the primary determinant for Wilson as he considered issues placed before the board. Reference was specifically made to this in discussing the special issue of hiring a supervisory officer. Key components of Wilson's participatory comments substantiating the extent of this determinant include these notions, " ... he'll work with

the officials," " ... I went with the officials," and " ... an official slipped me a note which said Anderson and Stann."<sup>208</sup>

The most conclusive evidence of Wilson's apparent deference to the officials was found in this statement, "I feel trustees are too involved in deciding on personnel matters. The pros, on top (referring to officials) have letters after their names and they should know. I just don't have the know how."<sup>209</sup> Another specific statement made at this same time referred directly to the hiring issue, and clearly illustrated the influence of the officials as a decisional determinant: "I voted for James Stann because of personal considerations, he had more experience, and the officials recommended him."<sup>210</sup>

At this stage of trustee Wilson's career as an elected board member, there is little doubt according to the data, that on all major board issues he would rely most heavily on what the board officials had to say about these issues, and in a predictable fashion vote for the position/s put forward by them.

## 2. The Contact and Influence of Other Trustees on this Board

The previous discussion of the voting behavior of trustee Wilson revealed him to vote with the majority of his board on 94.9 percent of the issues. This fact along with the fact that

<sup>208</sup> Field Notes, Special Issue, April 25, Telephone Call-Back, May 6, 1977.

<sup>209</sup> Interview data, May 4, 1977, p. 13.

<sup>210</sup> Ibid.

he never singly cast a minority vote, and voted identically to trustee Peters vote on 96.2 percent of the issues, conclusively indicated that other trustees exerted a strong influence on his voting choice and behavior.

During the interview Wilson frequently referred to positions and actions taken by other trustees in carrying out board responsibilities. He mentioned specifically that trustee Hanson's motion on the draft report of the Commission on Language Use was a good motion for it allowed for continued input from other trustees on the outcome of this report.<sup>211</sup> He also indicated that he had been impressed with her leadership on this board in her position as chairperson.

The single most significant trustee influence on Wilson came from trustee Peters who lived close enough to him to be regarded as a neighbor, but who also provided his transportation to and from board meetings quite regularly. In terms of choosing the new supervisory officer, it was Wilson's opinion, near the end of the debate, that all of the candidates were good and acceptable. But it was Irene Peters' comment that precipitated his decision for Stann. Wilson reported, "It was Peters' idea that we stick to Stann, we will be here for two years as trustees and yet the officials stay for a long time."<sup>212</sup> The implication of this statement is that a well reasoned decision would be the one for Stann. He would work best for and with the

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<sup>211</sup> Interview, May 4, 1977.

<sup>212</sup> Ibid.

presently employed officials. Advice of this kind was most suitable for Wilson. He had already expressed his openness for, and acceptance of the officials' position on this issue and to have this decisional determinant supported and endorsed specifically by another trustee, was amply adequate to allow Wilson to make his choice with confidence. In this case it was a choice that would satisfy both, the officials and specifically one other trustee.

To further substantiate Wilson's susceptibility to the influence of other trustees several casual comments of his are being presented here. In referenceto trustee Hanson he said, "I now respect her , but she is too involved in board work." About trustee Lane he said, "He brings in good points. They are valid and he speaks when necessary."<sup>213</sup> He also mentioned he had scheduled a coffee meeting with trustee Sharf and was noticeably excited about the prospect of this for it had been somewhat difficult to arrange. His comment about Sharf was, "I'm having coffee with Sharf soon, I should learn a lot."<sup>214</sup> Trustee Peters continued to impress him with the calls she was getting from her community and he said of her, "Peters has received many calls from principals and teachers about this language report. According to these the report is too vague and should not be passed. Why don't I get calls like this?"<sup>215</sup>

<sup>213</sup> Interview, May 4, 1977.

<sup>214</sup> Ibid.

<sup>215</sup> Ibid., p. 13. (All of these short quotations were gained from Wilson through his spontaneous comments made between the answering of specific questions asked by this researcher.)

Trustee Wilson predictably would not vote alone on issues. His reliance on the opinions of other trustees was extensive and his comments to this effect conclusively confirm this hypothesis as a valid decisional determinant of this trustee.

### Summary

Trustee Doug Wilson was truly a novice trustee and as such provided an interesting change and a new perspective for this research. His candor in conversation and unfamiliarity with the ongoing interpersonal and political dynamics operative within this board allowed for a ready identification of decisional determinants most influential for him. Even though Wilson's verbal participation at board meetings was the least frequent of all trustees on this board, the interview with him, side comments and comments from other trustees provided much data from which to generate decisional hypotheses.

Conclusively, Wilson regarded the board officials as the authoritative professionals in educational thought and would vote for their positions with predictable regularity. This did not imply implicit faith in their judgment, for on one occasion he did say, "We (the board) can hold the staff accountable for bad decisions,"<sup>216</sup> but on contentious issues he would side with their perception of what was best.

His reliance upon board officials served as a complementary adjunct to his reliance upon the advice from other trustees. The influence of other trustees appeared as the second most dominant decisional determinant. This became most evident in his

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<sup>216</sup> Interview Notes, May 4, 1977



94.9 percent vote with the majority and the complete absence of an independent minority vote on his part.

Only the above two decisional determinants were identifiable as primary influencing variables in the decision making processes of trustee Wilson. Certainly other factors were also operative, but because of his novice trustee status and because of his expressed reliance on these two sources of information, several trustees and the officials; it may be concluded that if these decisional criteria were met, Wilson would be prepared to cast his vote.

## 5. TRUSTEE ANNETTE GRAHAM

### Demographic Description

Trustee Annette Graham was in her middle thirties, Anglo-Saxon, married and had four children attending school in the system of education of which she was a board member. She holds a university degree and had served as an elected trustee for three years at the time of this study. According to her, five to seven months were required for her to become familiar enough with the school governance system to contribute knowledgeably to the decision making process of this board and she now spends 20-25 hours per week on board related work. Without question, she perceived herself as exerting very much influence on the decisions made by this board and was satisfied in her position as a trustee. In the case of trustee Graham, her constituency also appeared satisfied with having her as their representative for she won the 1977 school board election by acclamation.<sup>217</sup>

The municipal district that this trustee represented has an adult population of approximately 10,000 and a student population of approximately 2,400.<sup>218</sup> The ethnic representation of this area is diverse with the Anglo-Saxons, Ukrainians and Eastern Europeans as dominant groups. However, a large population of Polish, Latvians, Germans, Yugoslavians and Italians had also made their residence in this jurisdiction. This trustee indicated that the educational expectations of her school community were

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<sup>217</sup> Election results, Dec, 1977, Board Records.

<sup>218</sup> Interview, December 9, 1976, p. 2.

such that parents expected their children to complete the academic high school program and that the school be well disciplined and capable of offering a prescribed program of studies. Graham however, also noted that her community was definitely not completely united in its educational expectations, for a wide range of these existed from the kindergarten to secondary levels. She described her electoral community as politically active with five school districts participating often in school system affairs. Also, in the past year six delegations from this community had appeared at board meetings on issues ranging from professional development days for teachers to sex education. This political activity was not limited to school related matters only. Graham noted that campaigning for provincial and federal politics often took place in her ward with a high voter turnout of 40% for municipal and provincial elections.

According to this trustee, the school-community relations of her district were described as supportive with good communications much in evidence. She did however also note that quite a lot of community indifference toward school affairs was also evident in the community that elected her.<sup>219</sup>

Trustee Graham appeared as one of the most active members of this board. This was evidenced by her extensive involvement in committee work, school and community organizations and participatory involvement at all board meetings. She attended all

board meetings, public and private sessions, and contributed verbally 106 times in 33 heavily debated issues during the collection of this data.

#### Why a Trustee

Trustee Graham's primary motivation for serving as a trustee was stated as, "...to make changes so as to make education relevant, humanize the school, equalize educational opportunities for all, remove racism and discrimination, and make the school more responsive to parent groups."<sup>220</sup> She perceived herself as a change agent for responsive education and regarded her role as a trustee to include hearing the educational concerns of her constituency, providing them with information, and communicating and consulting with them. She specifically stated that, "I don't have to vote the way they tell me to vote."<sup>221</sup> She regarded herself as a representative of her constituents and not a delegate, for she insisted on exercising her own prerogative of choice on issues considered by her board. Her self perception for education as a trustee was expressed in the following manner:

"I see myself as a catalyst in progressive and reformed educational thought. I want to develop an awareness of education and its potential value for the society within my constituency. People in my area should develop educational priorities."<sup>222</sup>

The data depicted trustee Graham to be well informed in matters of education and as one who had a rather clear perception

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<sup>220</sup> Interview, December 9, 1976, p. 5.

<sup>221</sup> Ibid.

<sup>222</sup>

Ibid.

of her position and role as an elected representative of her particular constituency.

### Voting Behavior

The analysis of voting behavior for trustee Graham depicted her as a member of the board who was prepared to vote alone or in the minority wherever an issue failed to meet her approval. Her clearly expressed, individualistic and ideological position on issues under debate, placed her vote in the minority status on a number of occasions. She cast fourteen minority votes and was the only one voting against the majority on three of these.

Her voting behavior compared most closely to that of trustee Sharf and has already been discussed in the analysis of Sharf's voting behavior.

As was the case with all trustees, most of their votes were the same as those of the majority of the board. In fact, this researcher noted that many issues voted upon were passed without any dissenting votes with marked regularity, a fact that will be referred to again in the last chapter. For this reason, dissenting votes that did occur assumed significant importance in terms of arriving at the reasons for such votes to take place. This analysis of Graham's voting behavior focusses on votes that fall into this category.

The decisional determinants that appear in the following Figure 12, page 165, indicate that a philosophical, theoretical and ideological position served as a primary criterion employed by trustee Graham in arriving at a decision. Also, her abstention

from voting on two issues warrants attention here, as does continued discussion of her minority votes.

At this point it appeared justifiable to infer that this trustee abstained from voting on issues numbered 43 and 77 for ideological reasons. The first of these issues recommended the dismissal of a female office employee; and the second recommended that a letter of communication be mailed to Tim Tagg (Federation representative) on the delicate issue of teacher negotiations.

In the case of the female employee's dismissal, this trustee considered the information provided by the officials on her performance and found she could not substantially disagree, although she did not quite trust this official information.<sup>223</sup> However, Graham had already become well known on this board for her stance on equal opportunities for women, and now faced a situation that conflicted sharply with her expressed philosophical position. She chose not to vote. Thereby, she did not compromise her position nor did she interfere with what the majority of the board regarded as the proper decision. The employee was dismissed.<sup>224</sup>

In a similar fashion, trustee Graham had earlier expressed much disagreement with the entire teacher-board negotiation process in progress at this time. Her comment on this issue was, "How can we best answer Tim Tagg's exceedingly valid question?... (a negotiation point to be kept in confidence). This is pre-

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<sup>223</sup>Field Notes, Private Board Session, April 18, 1977.

<sup>224</sup>Ibid.

cisely what this is and the question of our credibility with our teachers is very real."<sup>225</sup> Graham was again faced with conflicting philosophical positions. In this case she expressed a wish for the process of communications with teachers to be more personal than in the form of a written letter, although she acknowledged that a response was imminent. The majority of the board agreed to challenge Tim Tagg's position via, a letter and consequently trustee Graham abstained from voting.

Abstaining from votes however was not characteristic of her voting behavior. She voted alone on issues numbered 1, 16 and 73, against the rest of the board. The first of these issues dealt with using schools as recycling depots for keeping communities free of trash; and the other two pertained directly to her personal responses to the officials of the board. Issue #16 recommended a salary agreement for one year which she disagreed with in principle, and 73 recommended the approval of a response letter to Tim Tagg (re: issue 77 referred to earlier) drafted by an official. She again disagreed verbally and with her vote she essentially agreed with Tagg's position and also wanted the contact to be personal.<sup>226</sup>

The bulk of this trustee's minority votes occurred in the category of 'teacher related' issues (TABLE TWO, page 62). An analysis of these votes clearly indicated that she took a

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<sup>225</sup>Field Notes, op. cit., April 25, 1977.

<sup>226</sup>Telephone Call-Back, April 26, 1977.

pro-teacher stance on seven of thirty nine issues. This clearly placed her against the majority of the board. Two additional minority votes of hers for issues numbered 96 and 97 dealt with the board's involvement in the decision of transferring and the placement of principals in the schools of this school system. Her votes for 96 and 97 were indicative of her expressed wish to allow for an expeditious decision making process and did not minimize her position on the whole board's involvement in placing principals she voted for in 95. In fact, she related to past experience in this area of promotions and placement of principals and vice-principals, and noted that favoritism and exclusiveness had been evident previously.<sup>227</sup>

A discussion of trustee Graham's voting behavior would not be complete without specific reference to her minority votes cast in opposition to the majority of her board. Issue number 26, dealing with a negotiations position of the board, evoked a strong verbal response and negative vote from Graham. She was convinced that the majority of the board did not understand the position of the teachers and the coincident concern of many parents regarding the ratio of pupils to teachers. She indicated, "This is a key concern with teachers and many parents ... and if this ratio is raised, the board's credibility will come into question with both parents and teachers."<sup>228</sup> This particular issue also related to her

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<sup>227</sup> Field Notes, May 9, 1977.

<sup>228</sup> Field Notes, February 24, 1977.



ideological position on education and the desired educational position of having classes that were not too large for good instruction. Consequently it was her opinion that a recommendation that would be less than her perception of the ideal had to be opposed. Her vote on this particular issue may not be interpreted as being solely pro-teacher, but rather for good education. She was not at all certain that the majority of her board adequately understood what good education was to be.

TABLE EIGHT 'E'

TRUSTEE CLUSTERED VOTING PATTERN ON TEACHER RELATED ISSUES

TRUSTEES	ISSUES																
	73	93	78	60	53	26	97	77	75	34	92	94	96	99	39	74	100
Peters	+	+	+	+	+	+	+	+	+	+	+	+	-	-	+	-	-
Lane	+	+	+	+	+	+	+	+	+	+	+	+	-	-	-	+	-
Wilson	+	+	+	+	+	+	+	+	+	+	+	-	+	-	-	-	-
Cairns	+	+	+	-	-	+	+	+	+	+	+	+	+	+	-	-	-
Rogers	+	+	+	+	+	+	+	+	+	+	-	+	+	-	-	-	-
Hanson	+	+	+	-	-	+	+	+	+	+	+	+	-	-	+	-	-
Graham	-	+	+	+	+	-	-	-	-	-	-	+	+	+	-	+	+
Dawson	+	+	+	+	+	+	+	+	+	+	-	-	-	-	-	-	-
Pira	+	+	+	+	+	+	+	+	+	+	-	-	-	-	-	-	-
Sharf	+	-	-	+	+	-	-	+	-	-	-	-	-	+	-	-	+

+ = votes for  
 - = votes against

Trustee voting was recorded in this table of teacher related issues on the basis of a direct clustering method.

The other issues on which she assumed a minority stance, numbered 34, 39, 73, 74, 75, essentially reflected a position of consideration for teacher related issues that promoted a personal level of communication with teachers where possible, encouraged maximum participation and involvement of teachers and trustees

in decisions on these issues, and revealed a philosophical position on a system of education that was responsive to community and student needs.

Issue 100 specifically recommended that the board soften its initial stance on teacher salary negotiations. In a predictable manner she voted for this and had only one other trustee support her, namely trustee Sharf. Her words were, " ... the boards are wrong and bargaining in bad faith, the whole bargaining scene is horrendous. I just can't buy what's happening."<sup>229</sup>

The coincident voting pattern of Graham with trustee Sharf was referred to in the introductory paragraph on voting behavior (note TABLE EIGHT 'E', page 159). It may be concluded that these two trustees held similar philosophic positions on education, and both supported teachers readily. However, no evidence of deliberate cleavage between these two appeared, although it is significant to report that much casual and informal discussion took place between them during many board sessions.<sup>230</sup> In fact, the chairman had to call them to order on several occasions because of their disregard for the business being discussed on the floor. It is the conclusion of this researcher that this observed casual communication was nothing more than informal conversation and rarely related directly to board issues being debated.

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<sup>229</sup>Field Notes, Private Session, April 25, 1977.

<sup>230</sup>Field Notes, Additional Observations, February-March, 1977.

Special Issue

Trustee Annette Graham regarded the issue of hiring new supervisory officers as the most hotly contested issue this board had faced for several years.<sup>231</sup> Because of an expressed concern for hiring the best personnel possible for the positions that needed filling, this trustee participated in this contested issue in an intense manner. She agreed readily to the hiring of Fred Henderson, a locally employed and favored principal, as the first of the two supervisory officers required. However, the process of selecting the second supervisory officer revealed Graham to be a trustee who would do everything she could within her power as a trustee to have the most suitable candidate selected. Debate on this issue was extensive, long, and frequently charged with emotion, and as one trustee said, "This is not a temporary appointment, it may be for life."<sup>232</sup>

Trustee Graham's criterion for the selection of a candidate was evident in her evaluation of the candidates after the board interviews with them. She perceived this new position to be one primarily designed so that the board through the appointment of this officer might better serve the community. Consequently Graham evaluated the candidates on their suitability for this 'Community Affairs' emphasis.<sup>233</sup>

Her expressed wish, similar to that of trustee Sharf, was to retain a current employee, John Scott, already working in this area. She stated, "I would rather have John Scott, who is

<sup>231</sup> Telephone Call-Back, May 6, 1977.

<sup>232</sup> Field Notes, Special Issue, April 18-25, 1977.

<sup>233</sup> Field Notes, Special Issue, April 18, 1977.

already working in Community Affairs; why not keep him?"<sup>234</sup>  
Since the board would not accept this position, she supported the motion of calling Ken Deeks in for an interview over and above those already short listed, including James Stann. Evidence that specifically depicted her criterion of decision making was found in this comment she made in preparation for the official interviews:

"I want to know their attitude up and above their knowledge and experience. I want to know the preparedness of the individual, his philosophy of education and the candidate's attitude toward multi-cultural education."<sup>235</sup>

She evaluated Ken Deeks as a satisfactory candidate by indicating that, "He was innovative, supported third language instruction and had what we need in the community work area."<sup>236</sup>

Her decision was, however, not readily made and she insisted on appointing a locally employed person until the final vote actually called for. She stalled the decision as long as possible, even to the point of voting for issue 81, which called for a deferment of this decision until a later date (TABLE ONE, page 57).

Since the vote on deferment was lost, a decision had to be reached on the night of the debate. Graham's next move was to insist on a decision of quality, also recorded in the following Figure 13, page 166, as one of her decisional determinants. In a raised voice she exclaimed, "To make a mistake deliberately is

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<sup>235</sup> Ibid.

<sup>236</sup> Field Notes, Special Issue, April 25, 1977.

worse than to undo a mistake. We cannot make an indifferent decision, to do so is dangerous."<sup>237</sup> She further addressed the officials directly and in countering their preference of Stann stated, "Trustees aren't too picky, after all this is a new kind of position and we have to have the best person possible, and a traditional kind of supervisory officer just won't fit."<sup>238</sup>

The data indicates that trustee Graham remained opposed to making the decision that night by indicating that she was tired of the long hours and didn't know what the next step should be. But she added, "If we decide, we have to know what we are hiring him for. I want to know damn well what we are hiring someone for and it is insane of trustee Rogers to say we should decide for the sake of deciding."<sup>239</sup>

Graham's four ballots were for Deeks who received the appointment.

In summary, this trustee voted as an individualistic and independent member of this board. Her hypothesized philosophical and ideological orientation toward education placed her against the majority of her board and in favor of the teachers in her school system on seven of nine teacher related issues. She adamantly maintained that her community and public be well represented in the board's decision making process, but she just as adamantly insisted that she remain free to vote on issues as she

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<sup>237</sup> Field Notes, op. cit., April 27, 1977.

<sup>238</sup> Ibid.

<sup>239</sup> Ibid.

chose. This trustee retained an ideological position on issues and was the only one who voted in the minority on three separate occasions. It was her expressed opinion that the board make decisions of quality rather than expedience. This was clearly evident in the selection of a new supervisory officer. The data indicated her voting pattern to be similar to that of trustee Sharf's, but it is being concluded that this occurred because of similar ideological orientations toward education held by these two trustees and not because of a deliberate coalition.

#### Decision Making Determinants

Because of trustee Graham's ongoing and vocal participation at board meetings and generous cooperation in discussing this participation, the participant observation data for this trustee was regarded as rich and extensive.

The process used by this researcher to order these data and to determine decisional determinants has been described in the Chapter V, page 55, earlier. In following this process thirteen decisional determinants were identified as actually operative in trustee Graham's cognitive appraisal of issues prior to reaching a decision on which vote to cast. In her case, the classification of data permitted a ranking of these, such that five primary determinants became evident as depicted in Figure 13, p.166.

To best illustrate the data used to identify these decisional determinants of trustee Graham, representative participatory comments on board issues have been included here. These comments have been selected on the basis of their clarity and reference to decision making criterion.

ISSUE	PARTICIPATORY COMMENTS	DECISIONAL HYPOTHESES
Teacher negotiations	<ul style="list-style-type: none"> <li>- I do not want to discuss strategy only. Trustees ought to be involved too and not administrators only.</li> <li>- Cannot decide without more information.</li> </ul>	<ul style="list-style-type: none"> <li>- Trustee ought to be informed and involved in this process.</li> <li>- A need for full and complete information.</li> </ul>
Report on admissions procedure for a high school in this area	<ul style="list-style-type: none"> <li>- Why does this report come in so complete with so little board involvement?</li> <li>- I've had much feedback on this issue from parents, students, and teachers.</li> <li>- Are we really meeting the needs of the students in this school?</li> </ul>	<ul style="list-style-type: none"> <li>- Wants trustee participation. Suspicious of official process.</li> <li>- Wants the community represented and have an opportunity to participate.</li> <li>- Philosophical view of the function of education.</li> </ul>
Hiring a supervisory officer	<ul style="list-style-type: none"> <li>- It makes no sense to say we aren't happy and yet we will decide anyway. Especially since the person we appoint may be here forever.</li> <li>- Why can't we wait until one of our local men gets his qualifying papers?</li> <li>- Not one of these candidates are suitable for community affairs work.</li> </ul>	<ul style="list-style-type: none"> <li>- Not happy with candidates. Wants a decision of quality.</li> <li>- Reluctant to hire from the outside.</li> <li>- The community is highly important.</li> </ul>

FIGURE 12. This figure illustrates the participatory comments made by trustee Graham during debate on board issues and the decision making hypothesis drawn from them.

All of trustee Graham's identified decisional determinants have been recorded in rank order in the following figure.

The first five decisional determinants listed are regarded as primary determinants for this trustee because of the frequency of her reference to them in active board debate and discussion in which she participated actively.

DECISIONAL DETERMINANT	FREQUENCY OF USE
1. A philosophical, theoretical and ideological perception of public education.	27
2. Adequate involvement and participation of the public, community, and school and community organizations in the issues considered by this board.	20
3. The impact of board decisions on teachers and their involvement in decisions made that affect them.	17
4. The opinions, positions and influence of board appointed officials.	13
5. Accurate and adequate information.	12
6. Cost considerations.	9
7. Participation of trustees in all board decision making processes.	7
8. Influence of outside organizations and agencies.	7
9. Expressed wish for a qualitative decision.	6
10. Personal dimensions of an issue.	5
11. Expediency of deciding and implementing decisions.	3
12. Reference to adequate discussion and debate.	2
13. Anti-sexism position, equality for women.	2

FIGURE 13. Decisional determinants identified in the 106 participatory comments made by trustee Graham during debate and discussion of 33 board issues.

The decisional determinants have been classified independently in Figure 13, for the purpose of identification. However, this classification does not imply an absence of a relationship among them, for this certainly proved to be evident.



An example of such a relationship may be noted between determinants 4 and 6. The opinion, positions and influence of board appointed officials might well be integrally related to the desire on the part of this trustee for accurate and adequate information. Substantiation for such a relationship existed in the fact that the board officials also served as the primary source of information on board matters under discussion.

Evidence of further relationships appear between determinants 1 and 9. Here, a well formulated and articulated perception of public education might well demand an aggressive striving for a decision of quality on the part of this trustee.

However, for the purpose of providing a description of the apparent primary decisional determinants of this trustee, analytic attention will be centered on the five appearing first in the classified list of thirteen.

1. A Philosophical, Theoretical and Ideological Perception of Public Education

The data revealed conclusively that this decisional determinant was uppermost in the mind of this trustee during board decision processes. As Figure 13 indicates, she made the most frequent reference to this variable throughout the collection of this data and confidently regarded herself as a 'catalyst in progressive and reformed educational thought'.<sup>240</sup> Identifying a specific philosophic educational orientation for this trustee would be difficult. But it was evident that her orientation existed away from traditional conservative educational thought and moved

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<sup>240</sup> Interview, December 9, 1976, p. 9

toward a more liberal, open and reform oriented position conducive to change and innovation.

This determinant appeared so much a part of her board deliberations and discussions that isolating it for the purpose of specific description posed some difficulties. However, the most notable display of her use of this determinant often appeared in her participation in the marathon issue of hiring a new supervisory officer. During this issue she integrated her perception of what constituted a decision of quality with her ideological perception of what type of individual would match her philosophically oriented understanding of the job description. According to her comments the board needed a community worker. This need had also been identified by board officials several months prior to this actual selection and by her interpretation of what she heard the school community saying. Her position on this matter is well documented in the Report on Multiculturalism, prepared by the committee she chaired. It stated, "When the community expresses concerns about education, the schools must listen and respond even when these concerns appear disagreeable."<sup>241</sup>

Trustee Graham frequently linked her philosophical position on education with her awareness of her community and her desire to have this community participate in board processes and be well represented. To substantiate this observation, during the board's consideration of MARS (Management of Administrative Resources

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<sup>241</sup> Draft Report on Multiculturalism, by an urban school board, September, 1977, p. 20.

System), she displayed much initiative in mobilizing discussion in areas of educational philosophy and the possibilities of implementing changes.<sup>242</sup> This initiative was generally evidenced by Graham countering current bureaucratic structures and board and administrative processes that she perceived would decrease direct attention on the child or minimize the participatory involvement of parents in the education of their children.

As has already been noted, this trustee expressed a distinct ideological position on matters of education in relation to her community, and would decide on issues only if the school community had been allowed fair, or at least adequate in her opinion, participation in the decision process.<sup>243</sup>

Her vocal and deliberate stance on issues related to this board's study on multiculturalism clearly depicted her ideological view of the society her school system served and the service that this system provided. In presenting the first draft report of this study to the board, she expressed a strong concern over, "the increasing evidence of racism in our society and schools," and her awareness of this served as a paramount priority in writing this report.<sup>244</sup> Included also in her presentation of the findings of this study was a strong appeal for her board to promote and support, "equal educational opportunity for

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<sup>242</sup>Field Notes, Board Meeting, February 12, 1977.

<sup>243</sup>Ibid.

<sup>244</sup>Field Notes, Board Meeting, January 13, 1977.

all."<sup>245</sup> This, she asserted, would assist greatly in lessening the occurrence of discrimination, prejudice and racism as expressed toward and experienced by minority groups.<sup>246</sup>

Trustee Graham's ideological orientation frequently placed her in a position of conflict with the board's appointed officials. Her persistent pursuit of the ideal in education and the officials' responsibility of administering this system of education in a pragmatic, objective and realistic manner inevitably resulted in open confrontation. Evidence of such conflict was most notable during the hiring process referred to earlier. In trustee Graham's appeal for a good decision she asked the officials directly, "Just how many old supervisory officers do we ever let go?"<sup>247</sup> The answer in this case was none. A further illustration of this recurring conflict was noted in the issue where officials were making recommendations for the promotion of members of the teaching staff to higher positions. A draft proposal of how they planned to proceed with an interview team had just been presented to which Graham replied:

"In no way will I be a rubber stamp. If an interview team is to be established I want to know the composition of it... I don't want a short list of six; there are too many good candidates for promotion still out there and I don't want any good ones overlooked."<sup>248</sup>

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<sup>245</sup> Ibid.

<sup>246</sup> Ibid.

<sup>247</sup> Field Notes, Special Issue, April 27, 1977

<sup>248</sup> Field Notes, Private Board Session, February 24, 1977

To conclude the discussion of this primary decisional determinant, the data conclusively revealed trustee Graham to possess a philosophical and ideological view of public education and that this decisional criterion was vigorously applied to board related decisions required of her.

2. Adequate Involvement and Participation of the Public, Community, and School and Community Organizations in the Issues Considered by this Board

According to trustee Graham, the community that her school system served both wanted and needed to be heard by the board that governed this system. She made specific reference to this decisional variable on twenty two separate occasions during board meetings and additional references to it during the interview. She also referred to it vigorously during debate on the hiring of a new supervisory officer as was indicated earlier.

The validity of this hypothesis is supported by the fact that she, as the trustee of a certain community area, had been contacted by community pressure groups more than six times during her past three years in office. Further verification of this variable as a decisional determinant came from the frequency with which the community she represented sent delegations to her board. In the past year, six delegations from her constituency presented themselves at board meetings to put forward their views on the quality of food at the school cafeteria, the number of professional activity days, concern over playgrounds, sex education and discipline.<sup>249</sup>

<sup>249</sup> Interview notes, December 9, 1976, p. 2.

She encouraged such delegations. This was noted on two separate occasions. Once during a public presentation of the report on multiculturalism to a Greek community audience she encouraged a parent along with as many others as she could persuade to come to board meetings. When asked by a member of the community what they as a community could do about the whole issue of promoting multiculturalism, she said, "Come to the board when it considers the final report of this work group on multiculturalism and express your support. Write to the board and express your views."<sup>250</sup> Secondly, on several occasions during actual board meetings trustee Graham moved that agenda items related to delegations present in the audience be discussed early in the meetings for the convenience of such delegations. On the occasion referred to specifically here, she stated that she was considering the response of the community to the issue of P.D. days and made direct reference to the community members present and to the need for the board to give them prompt attention.<sup>251</sup>

The most convincing data substantiating this decisional determinant as primary in the decision making process for trustee Graham, appeared in the twenty two participatory comments referred to in the first paragraph of this section. It was not feasible to record all of her statements to this effect made at board meetings, but since they were so frequent and generally pursued with such intensity, some are included here for the decisive

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Ibid.

251 Field Notes, Public Meetings on Multiculturalism, April 19, 1977.

manner in which they support this decisional hypothesis:<sup>252</sup>

A French delegation was present and trustee Graham had asked that the agenda be changed to accommodate them. However, several of the trustee encouraged the board to hear the staff concerns first. Graham's reply was, "There are more parents here than staff and the staff can stay late. I want the delegation members to witness the board's discussion of this matter."

In discussion of the budget. "I want to get the community more involved. The public wants to and needs to know."

The officials have recommended that principals be contacted for needed information on community response to an issue. Graham replied, "By talking to principals, you don't find out how students or parents view it."

"Parents are particularly sensitive about P.D. days in view of what children are really getting in schools."

### 3. The Impact of Board Decisions on Teachers and Their Involvement in Decisions that Affect Them

Trustee Graham frequently declared her support for teachers and promoted their participation in the making of decisions that related directly to them. She also expressed concern over the impact that board decisions would have on teachers.

The above decisional hypothesis, although appearing to describe trustee Graham as supportive of teachers because of her orientation toward them and their profession, may well be attributed to her desire to avoid a confrontation with teachers in the event of unsatisfactory decisions on their part by the board. The data does not allow for this distinction to be made with a satisfactory degree of accuracy and consequently this decisional deter-

<sup>252</sup>Field Notes, Board Meeting re: Professional Development Days, May 9, 1977.

minant will be discussed here without reference to the possible reasons for it existing as such.

Data supporting this decisional determinant appeared in this trustee's voting behavior on thirty-nine teacher related issues, her participatory comments at board meetings, her stand on negotiations and her attempts at open, frequent and personal communications with teachers.

Of the 39 teacher related issues (TABLE TWO, page 62), considered by the board, trustee Graham voted for all but one issue favoring the position of teachers on the 31 issues that possessed such a characteristic. The only issue on which her vote might not be considered supportive of teachers was issue numbered 92, which regarded the professional development days allotment to be decided upon. In this situation she chose a compromise between her perception of her community's expressed preference and the fifteen maximum allowable days according to the Ministry of Education. Her comment prior to this vote, was:

"We have to attempt a compromise with parents. In this case, the parents for elementary students said eight days, also the board officials said ten, and this is a fair compromise with the fifteen possible days."<sup>253</sup>

Her support of teachers was further evidenced in her previously mentioned minority vote in favor of teachers on nine of the above thirty one issues.

In terms of related participatory comments at board meetings she responded to the board officials report on consulting

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<sup>253</sup> Field Notes, Board Meeting, May 9, 1977.



teachers by saying, "The classroom and consulting teachers have not had adequate input in this issue. Also the board has not had enough input with the people most directly concerned."<sup>254</sup> This issue was concluded by trustee Graham moving that it be placed on the Teacher Relations Liaison agenda. Her motion was carried and her wish for more teacher involvement and participation was fulfilled.

"As was noted earlier, she compromised on a vote on professional development days but not without due process and prior contact with teachers. At a board meeting prior to the meeting at which the vote was taken, she walked out of the meeting in progress to discuss the issue of P.D. days on the agenda at that time, with a teacher delegation out in the hallway adjacent to the board room. Her discussion with them entailed her telling the teachers that they were making a mistake by being so militant on every issue. By being so, she indicated, they were essentially reinforcing the already existing board view that the teachers' executive does not represent the teachers."<sup>255</sup> In fostering this type of communication, it may be hypothesized that this trustee was in essence warning the teachers, or at least seeking to better equip them for ongoing or possible future teacher-board relations or negotiations. This again substantiated the teacher-involvement decisional determinant under discussion.

Trustee Graham's interest in satisfactory communication with teachers was evident not only in her comments at board meetings,

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<sup>254</sup>Field Notes, Board Meeting, April 18, 1977

<sup>255</sup>Ibid., March 14, 1977

but also in her response to an interview question which asked what she was doing about the issue of teacher militancy in her jurisdiction. Her answer was, "increase contact with teachers and have meetings with school staffs. Get other trustees to set up more concrete ways of communication and decision making involvement with teachers."<sup>256</sup>

#### 4. The Opinions, Positions and Influence of Board Appointed Officials

The impact of appointed board officials on the decision making process was evidenced in the analysis of each trustee on this board. Trustee Graham fully recognized board officials as a primary source of information on most issues considered by the board, and acknowledged that the accuracy and adequacy of such information was strategically important in arriving at qualitative decisions. She stated that this board's greatest source of expertise on matters of education was, "...generally senior officials, certainly research consultants, and teachers."<sup>257</sup>

However, a most notable exception occurred in the case of officials exerting a decisional influence on trustee Graham. This influence was primarily negative. An issue referred to earlier but again relevant is number 22, the final ratification of personnel for promotion to principalships or vice-principalships. Her response, mentioned before, to the officials' proposed procedure was, "In no way will I be a rubber stamp!"<sup>258</sup> To further

<sup>256</sup> Interview data, December 9, 1976, p. 7.

<sup>257</sup> Ibid, p. 9.

<sup>258</sup> Field Notes, Board Meeting, February 24, 1977.

substantiate this hypothesized negative influence by officials, Graham regarded their leadership skills in the following manner: "They don't take initiative, they are not knowledgeable, their communication skills are poor, and they relate poorly to the board and community."<sup>259</sup> A contrasting impression was gained from her description of leadership skills evident in the behavior of trustees. In the highly motivated trustees she witnessed many characteristics of leadership including, "...anticipating educational needs, planning in advance and possessing the confidence to confront and differ with the officials."<sup>260</sup>

Much of her disdain for the position of the officials was found in her perception of their irrelevance to the communities that this school system served. This particular dimension of trustee Graham's decisional process was essentially aggravated by the fact that she regarded the community as a highly significant variable in decisions made by her board. And, according to the data collected on this trustee, the board officials did not consider this variable to be as important as she had wished. This hypothesis was further supported in her expressed annoyance at the officials for allowing vice-principals only one-half hour on a conference agenda. She said, "After all vice-principals are an important link with the community."<sup>261</sup> Additional supporting evidence was found in the lack of enthusiasm and leadership she expected from the officials in the area of multiculturalism. In her opinion, most senior officials had not familiarized themselves with this issue and did not care to acquaint themselves

<sup>259</sup> Interview, December 9, 1976, p. 4.

<sup>260</sup> Ibid., p. 5

<sup>261</sup> Field Notes, Board Meeting, Feb. 11, 1977

with it either.<sup>262</sup> This opinion of trustee Graham was confirmed by an assistant supervisory officer who reported to this researcher, "I strongly support the work group on multiculturalism and can't understand why other senior officials don't get behind this."<sup>263</sup>

Also, when the director presented a report on the restructuring of a 'Teacher-Relations Liaison' organization, trustee Graham moved that its implementation be delayed to allow for more trustee participation and teacher input. She expressed suspicion of the director's action and worded her motion in such a manner that his restructuring proposal be regarded as an alternative only and not as a fixed position.<sup>264</sup>

Although trustee Graham frequently expressed opposition to positions forwarded by officials and readily questioned the accuracy and completeness of information provided by them, she also indicated that she frequently contacted board officials about many things such as, "problems that come up in my school, issues I want on the agenda, questions about existing agenda, and to test or have them look into an idea."<sup>265</sup> Her latter statement suggested that in spite of expressed suspicion and frequent opposition to the appointed officials of this board, this trustee recognized and needed them as a resource to function responsibly herself as an elected member of this board.

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<sup>262</sup>Field Notes, Additional Observations, January 31, 1977.

<sup>263</sup>Interview, December 9, 1976, p. 4.

<sup>264</sup>Field Notes, op.cit., March 7, 1977.

<sup>265</sup>Interview, op.cit.

##### 5. Accurate and Adequate Information

"When I have consulted with enough people, gained adequate information, and have thought carefully on my own,"<sup>266</sup> was the point at which trustee Graham indicated she was able to complete her decision prior to a vote. This decisional determinant, although classified independently, is inextricably linked to determinants numbered 4 and 9 in Figure 13, page 166. These refer to the influence of officials and the desire for a decision of quality. Previous discussion of this trustee's decisional criteria has already made reference to the fact that she regarded the board's officials as a primary source of information. And her pursuit of a qualitative decision linked to such information was referred to in the discussion of a Special Issue, page 161. Her concern for a decision of quality based on completeness of information was evidenced in her comment prior to the final vote for a new supervisory officer, "I am opposed to deciding on anyone tonight, but if we decide we have to know what we are hiring him for."<sup>267</sup>

However, the determinant of a decision of quality as referred to above is not dependent on the quality and adequacy of information only, and some degree of separation must remain between the determinants discussed here. Support for factors other than information only serving as the basis for a decision of quality, especially as perceived by Graham, was that trustee involvement in the decisional process itself also existed as an important

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<sup>266</sup> Interview, December 9, 1976, p. 9.

<sup>267</sup> Field Notes, Special Issue, April 27, 1977.

variable. This was noticed when she conclusively stated, "Trustees should know and be involved...",<sup>268</sup> when debating the issue of salary negotiations. But to further substantiate her need as a trustee for adequate information prior to making a decision, in this case a salary schedule, she said, "We cannot decide without more information."<sup>269</sup>

Requests for information on issues did not come exclusively from Graham. In fact, there were many requests for full and complete information on issues from most trustees.<sup>270</sup> Graham however, was the most vocal in this area and insisted, even if it meant a display of anger, on procuring information that she perceived as existent, relevant and rightfully available to the board. To illustrate this observation, reference to her response to an official's report on a physical education program is made here. In this case, Graham specifically asked for more information on this program, and wanted specific information on all schools re: physical education. She also asked, "I want detailed questions answered and a rationale for a boys and girls phys. ed. program given."<sup>271</sup>

As was mentioned earlier, trustee Graham frequently referred to philosophical implications of issues and often assumed an ideological position. One such issue under consideration by this board at this time was that of multiculturalism with Graham as a co-chairman (but in reality the full chairman) of the work group studying this. Her co-chairman partner, trustee Pira, rarely

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<sup>268</sup>Field Notes, Board Meeting, February 24, 1977.

<sup>269</sup>Ibid.

<sup>270</sup>Field Notes, February 24, 1977.

<sup>271</sup>Field Notes, February 28, 1977

attended the multicultural work group meetings nor did he participate verbally on occasions when he did attend. Consequently, Graham assumed full leadership and appeared to approach this task with an acute sense of dedication and responsibility. Mention of this situation is being made here because of the insight it provided for trustee Graham's demanding need for adequate and accurate information. This multicultural work group situation also revealed the dilemma of a trustee contending with perceived inaccurate or possibly even selectively provided information on an issue of ideological significance.

An illustration of this decisional phenomenon became evident when the chief executive officer of this board suggested that principals of the various schools could serve as information sources for an outside agency preparing and studying racism and discrimination in this urban area and had requested such information. Graham's quick reply was, "Principals are too small a source of information," and fearing conclusions drawn from such limited information added, "It depends so much on who you talk to as to what picture emerges."<sup>272</sup>

The data revealed with certainty that a trustee as individualistic, independent and ideological as trustee Graham proved to be, possessed an insatiable need for complete and accurate information on issues before a decision could be reached on them. This need for information of quantity and quality was only heightened by her frequently expressed wish for decisions of

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<sup>272</sup> Field Notes, Board Meeting, March 28, 1977.

quality. And on occasions she perceived the officials of this board as either standing between her and this much needed information or at least impairing her access to it.

### Summary

Trustee Graham appeared as one of the most active members on this school board. Her animated verbal participation on issues debated was more extensive than that of any of her trustee colleagues. Because of a well articulated philosophical and ideological position on education and its governance in this urban setting, this trustee served as both adversary and leader on this board. She was the most outspoken in her opposition and suspicion of senior board officials and perceived her elected status as a mandate for involving the community that this school system served, as extensively and as frequently as possible in decisions made by this board. It was her constituency that most frequently sent delegations to board meetings, and it was largely her initiative that took the Report On Multiculturalism out to the communities for their responses before its final presentation to the board.

The decisional criterion dominant in the cognitive appraisal of board issues by trustee Graham included an apparent philosophical, theoretical and ideological perception of public education; a desire for adequate involvement and participation of the public and community in issues considered by the board; a sensitive consideration of the impact of board decision on teachers; a general



resistance to the opinions and influence of board officials; and  
a highly evident need for accurate and adequate information.

## 6. TRUSTEE RICHARD CAIRNS

### Demographic Description

Trustee Richard Cairns was in his late twenties, single, holds an honours university degree and has served on this board for the past two years. This was his first attempt at public office thus providing him with a total of two years of public service experience.

Cairns held an executive position in the financial community and indicated he spent from twenty to thirty hours on board related work. In his opinion two to four months were necessary for him to familiarize himself adequately with the governance structure of this board to contribute to its proceedings in a knowledgeable manner. Cairns perceived himself as exerting somewhat of an influence on decisions made by this board and was very satisfied in his position as a trustee. The reason he gave for this level of satisfaction was, "There is self-satisfaction in making positive direction decisions for the system as a whole."<sup>273</sup>

The community that elected trustee Cairns had an adult population of approximately 25,000 and a student population of 5,000. The ethnic population most dominant in his constituency was the 'blue collar' Anglo-Saxon Canadian, with the Italians and West Indians next in population size. He perceived his community to be united on educational

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<sup>273</sup> Interview Notes, January 21, 1977, p.2.

expectations and expressed these as:

1. - gain a high school graduation
2. - some see university attendance as a distant possibility
3. - a rigid academic program. Blue collar notions of education speak of a structured environment.<sup>274</sup>

Cairns described himself as a white, anglo-saxon protestant and felt he understood well the educational wishes of his community. He indicated that community interest or pressure groups contacted him about twice a week and that six delegations from this community had appeared at board sessions in the past half-year. Some of the reasons for their coming included a concern over the teachers' use of Professional Activity days, and the board's report on discipline. According to Cairns, his community delegations were militant and in the case of the discipline report, wanted schools to retain corporal punishment as a measure of maintaining discipline and not have it removed as the report recommended.<sup>275</sup>

Trustee Cairns was quite a quiet trustee on this board, but when he spoke, he did so with consistent certainty of opinion. He participated verbally sixty-eight times during debate of the 100 issues considered by the board during the time of this study.

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<sup>274</sup> Ibid.

<sup>275</sup> Ibid., p.3.

Why a Trustee

A confident perception of self was evident in Richard Cairns' response to the question of why he served as a trustee on a school board. His reply was quick in coming, with the main reason given for his current position as an extension of his family heritage. He expressed a concern for positive societal upgrading and development, and in his opinion the system of education was the catalyst needed for a better life for a community. Through this system, he believes, a need for sensitivity to a changing society could be met, and he perceived that he could provide some of the leadership needed to accomplish such an end in education.<sup>276</sup>

It was his opinion that those with aldermanic and mayorality capabilities and those possessing a sensitivity to community, would be persons who qualified for the position of a trustee in his electoral community. If these people could display a degree of civic leadership, were white-collar professionals and could relate well to their community; they would usually be elected.<sup>277</sup> Trustee Cairns perceived himself to be such a person and was consequently now a trustee of a school board in this school jurisdiction.

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<sup>276</sup> Interview, January 21, 1977, p. 6.

<sup>277</sup> Ibid.

### Voting Behavior

The data depicted Richard Cairns to be a trustee who would vote whenever a vote was called. Out of the 100 issues voted upon during this study, he abstained from voting only once and was always present for each vote. This abstention occurred for issue #1, which asked for this board to allow its schools to be used as collection depots for refuse that could be recycled. Since the total vote for this issue included three absentees and two additional abstentions, it lost on a tie. Quite obviously the issue was not contentious and Cairns' abstention could imply an attitude of indifference toward this issue.

An aspect of his voting pattern that may be regarded as unique was that none of his five minority votes cast were individual votes countering the majority. For issues numbered 53 and 60, only trustee Hanson voted with him in the minority; but for the other three, he had a minimum of three other trustees voting with him. A minority stance of this nature did not depict Cairns as being as individualistic as either Sharf or Graham.

It is of interest to note that this trustee voted in an identical manner to trustee Hanson on thirteen of sixteen 'teacher related' issues, TABLE TWO, page 62; with these two only, opposing the rest of the board on issues 53 and 60 mentioned above. These two issues were intended to

promote further consultation with a teacher relations liaison arrangement prior to arriving at final decisions of particular relevance to teachers. The joint resistance by both Hanson and Cairns suggested they both held similar views on the teachers of their system.

In terms of an actual voting pattern on teacher related issues, Cairns voted solidly with the majority group of trustees clustered in the upper left hand quadrant of TABLE EIGHT, page 66, which depicts the clustering of trustee votes.

~~When considering all the votes cast by trustee~~ Cairns, it became evident that his decisions on board issues coincided with the decision of the majority of this board on ninety four of one hundred issues or a coincident majority vote of 94 percent. By removing the three minority votes cast on teacher related issues from his majority vote percentage, his pattern of voting with the majority of the board increased to ninety-four out of ninety-six (abstained once) votes or 97.9 percent (TABLES TWO to SEVEN, pp.62-65). Of his three remaining minority votes, issue 67 dealt with a non-contentious matter of financing attendance at various conferences and issue 91 concerned the acceptance of a report on literacy, again non-contentious.

Cairns appeared decisive in comments during board meetings and appeared not to hesitate in differing with other

trustees on the various matters discussed. His voting behavior however depicted him to assume a minority position on only five of one hundred issues. None of these minority issues were contentious and all his minority votes had the support of at least one other trustee.

One issue though, did reveal Cairns as being capable of maintaining a firm position. This was the matter of hiring a new supervisory officer for this board. Here, though Cairns' vote appeared in the majority category, he did encounter much resistance which he countered vigorously and thereby displayed a degree of firmness and individuality which had not appeared in any of the other issues considered.<sup>278</sup>

#### Special Issue

Trustee Cairns was actively involved in the decision of hiring a supervisory office. This issue in fact evoked more verbal response from him than did any other single issue dealt with by this board. The nineteen times that he spoke up at three caucus meetings served to illustrate his active involvement in this decision. Because of his personal interest and participation in this issue, a number of observations of Cairns' decision-making process were made possible. More on these will be mentioned later.

According to Cairns, this decision was to be a board (group) decision. This comment at the first caucus meeting,

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<sup>278</sup>Field Notes, Special Issue, April 18, 1977.

for the purpose of selecting a supervisory officer, illustrated his group decision intent. "Can't we get general consensus on all five candidates before us? Let us not hurriedly eliminate anyone,"<sup>279</sup> were his actual comments.

In terms of specific candidate selection criteria evident in Cairns' participatory comments, he was concerned that this person have the desired personal qualities to work with other supervisory officers already employed. His observation was, "We must note what Peter Fields (a supervisory officer) said, we need a team player and John Scott (a candidate from within their system) just won't go beyond what he has now."<sup>280</sup> The second most important criterion in this selection for Cairns was that the candidate be willing to work with the school community. In his interview evaluation of candidate Deeks he said, "His maverick days are over, his conscious level of community involvement is very high and candidate Stann has nothing to offer but 'Galloping Dulls' (his expression for excess boredom)."<sup>281</sup>

Cairns' decision in this matter ultimately became rather difficult for him in that he wished to have a large majority vote, but he also wanted to have the candidate

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<sup>279</sup> Field Notes, Special Issue, April 18, 1977.

<sup>280</sup> Ibid.

<sup>281</sup> Ibid., April 25, 1977.



most suitable for working with the current staff. He also wanted a personable, skillful supervisory officer particularly interested in and sensitive to the needs of school communities. As the final decision evolved, none of his preferences stated here were realized. The board was very divided and the existing administrative staff had recommended the candidate least likely to provide the community emphasis he desired.

Cairns however, was able to make up his mind, and essentially did so through comments by supervisory officer Fields. This trustee had detected that the supervisory officers, especially two of the newer ones, of his board were not agreed upon which candidate was most suitable and so he considered seriously the comments of Fields. In fact he quoted him just prior to his final vote. This quote also served to counter, rather effectively, a strong plea on the part of several supervisory officers to appoint James Stann. Cairns said, "The community affairs side of this appointment is important and candidate Ken Deeks is the only one that fits this criterion and according to Peter Fields we have to grow these people to suit our needs!"<sup>282</sup>

Just prior to the casting of the final ballot, Cairns reemphasized the importance of the community aspect of this appointment and specifically asked the officials present about their feeling on this matter. Interestingly, the chief supervisory officer called on supervisory officer Peter Fields

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<sup>282</sup>Field Notes, Special Issue, April 27, 1977

to respond, which he did. Essentially this final response from the supervisory officer served to solidify this trustee's decision. He cast his final vote and while doing so said, "I don't like what is going on, I want a greater majority."<sup>283</sup>

As had been mentioned earlier Deeks was appointed and as the earlier voting pattern indicated, Cairns vote, even in this contentious issue was a majority vote.

It might also be pointed out that trustees Cairns and Peter Dawson were particularly happy about the outcome of the final ballot and made no attempt to disguise their pleasure. A telephone call back to Cairns on the reason for his choice or decision, disclosed that he liked the expertise evident in Deeks, he didn't quite trust the judgment of the officials, and found Stann too dull and colorless.<sup>284</sup> Further telephone calls revealed that trustee Dawson had, in fact, discussed the whole issue intensely with a number of trustees after and between previous meetings and had practically launched a single handed campaign to procure Deeks' appointment. The data however does not allow for the hypothesizing of collusion on this issue between Cairns and Dawson. But the synonomous expression of satisfaction at the outcome of this vote certainly suggested an existent level of working together by these two trustees, for common aims.<sup>285</sup>

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<sup>283</sup> Ibid.

<sup>284</sup> Telephone Call-Back, May 6, 1977

<sup>285</sup> Field Notes, Special Issue, April 27, 1977

### Decision Making Determinants

Trustee Cairns' vocal participation at board and committee meetings and his willingness to discuss his decisions and processes of arriving at them with this researcher, allowed for the collection of much worthwhile data relative to the subject of discussion in this section.

In following the earlier process of analysis, thirteen decisional determinants were identified as operative in Cairns' cognitive processes of arriving at specific decisions on board issues. To illustrate the type of data used to identify these determinants the following table of some of the actual participatory comments made by Cairns during board debate and discussion periods have been recorded.

ISSUE	PARTICIPATORY COMMENTS	DECISIONAL HYPOTHESES
A recommendation by the officials for promotions to principals and vice-principals position.	<ul style="list-style-type: none"> <li>- The board has to make the decision, it must be fair with ample trustee involvement.</li> <li>- The officials are to make a short list, I fear the power of the Teachers' Federation.</li> </ul>	<ul style="list-style-type: none"> <li>- Wants trustee participation in decision-making.</li> <li>- Considers the opinions of officials closely and recognizes the power or influence on board decisions that teachers as a collective body can have.</li> </ul>
Budget Considerations	<ul style="list-style-type: none"> <li>- Asks the chairman how another school board considered its budget. I would like to determine the "political impact" of the budget.</li> </ul>	<ul style="list-style-type: none"> <li>- The position of other boards is important.</li> <li>- Wants more information.</li> <li>- Cognisant of political implications of decisions.</li> </ul>
Salary negotiations for teachers	<ul style="list-style-type: none"> <li>- Differs diametrically with trustee Graham and says, "most classroom teachers don't care about the negotiation process." Supports the chairman's position.</li> </ul>	<ul style="list-style-type: none"> <li>- Had a decided orientation toward teachers much opposed from that of another trustee.</li> <li>- Very aware of chairman's position on this issue and voices his support of it.</li> </ul>

FIGURE 14: This figure illustrates the participatory Comments made by trustee Cairns during debate on board issues and the decision making hypotheses drawn from them.

The decisional determinants identified as those most operative in trustee Cairns' decision making process are listed in the following Figure 15 in rank order. This order was determined by the frequency of reference he made to them in active debate and in comments voiced in informal discussions, telephone calls and in an interview with this trustee.

The first three decisional determinants listed here are being regarded as primary determinants for Cairns because of their ranked order and will be discussed individually. This does however, not imply that they are the only important decisional determinants operative for this trustee. Ample evidence from the data revealed Cairns to refer to many of the other determinants listed, during active debate. At times, in fact, more than one determinant was employed simultaneously in arriving at specific decisions. Substantiation for this observation was found in his response and decision on the issue of hiring an audiovisual technician. In this case Cairns asked the officials for "...a rational analysis for this position and a specific formula for hiring such a person."<sup>286</sup> He received this information and then voted against the recommendation. In the opinion of this writer the information provided was sound with the need for such a position well documented, but trustee Cairns still chose to counter the recommendation. More light was cast on his reason for this decision when Cye Mack, a supervisory officer,

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<sup>286</sup> Field Notes, Board Meeting, March 14, 1977

provided this information, "Cairns likely voted against this because last year a relative of his, a technician in the same position, was demoted by the board."<sup>287</sup> Thus decisional determinant number I in Figure 15, the opinion, position and influence of board officials, and decisional determinant number 11, a personal interest in issues were both brought to bear on a decision.

DECISIONAL DETERMINANTS	FREQUENCY OF REFERENCE
1. The opinions, position and influence of board officials,	13
2. Financial implications and cost of issue,	12
3. Opinions and influence of other trustees,	9
4. Seeking accuracy, adequacy and clarity of information,	7
5. Consideration of outside agencies and other boards,	7
6. Consideration and involvement of teachers in matters pertaining to them,	7
7. A political awareness of issues,	6
8. Trustee involvement in decision making,	6
9. Concern for public and community when deciding,	5
10. Advocating a decision of quality,	4
11. Personal interest in issues,	3
12. A philosophical, theoretical and ideological position on issues,	1
13. Expediency of the decision making process.	

FIGURE 15: Decisional determinants identified as most operative in the cognitive decision making processes of trustee Richard Cairns.

<sup>287</sup> Ibid.,

For the purpose of providing a descriptive analysis of the apparent primary decisional determinants of this trustee, specific attention will be focussed on the three determinants appearing first in this classified list of thirteen.

1. The Opinions, Position and Influence of Board Officials

At the time of this study trustee Cairns also served as the board appointed chairman of the business and finance area of board operations. It was in this capacity that he frequently contacted supervisory officer Bob Stang who was the staff member in charge of budget. Consequently, the first two decisional determinants listed in Figure 15, p.195 might be inferred to be determinants operative as a result of legitimated responsibilities inherent in the positions of office held. Although this inference is not being minimized in this description, it is however being regarded as only one aspect of this trustee's decision making process.

The data further revealed that Cairns was highly sensitive to the opinions, position and influence of board officials. This sensitivity found frequent expression in his verbal comments on issues of finance. An observation made early in the study read, "This trustee works together closely with supervisory officer Stang on budgetary matters. Although Stang does all the work in this area, Cairns supports it at board meetings."<sup>288</sup> A particularly noticeable support

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<sup>288</sup> Field Notes, Discussion With Cairns, February 12, 1977.

for the officials by Cairns, was evidenced in the establishment of their salary allotment for the current year. It is of interest to note that the entire school system of this urban center was heavily involved in salary negotiations with its teachers at the time when the officials of this board under study chose to present their own salary request for the current year. This request was presented as a composite of what other school jurisdictions were paying its supervisory officers. In spite of intense and aggressive resistance by Cairns to requests made for increases in salaries by teachers, Cairns' only question of the officials of his board was, "What do the levels listed in your presentation mean?"<sup>289</sup> He fully agreed with their proposal and he along with the board, in a matter of fifteen minutes, ratified a salary increase without any kind of negotiating or resistance.

Although trustee Cairns tended to support the position of board officials in most cases, there were specific incidences in which their participation appeared to prompt a negative vote on his part. This latter observation was evidenced in the process chosen by this board to select its new supervisory officers. In support of this perception by the researcher, reference is made to a motion made by trustee Sharf to have the whole board interview a short list of six candidates. Cairns vigorously endorsed this motion by stating specifically

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<sup>289</sup> Field Notes, Board Meeting (Private Session), March 28, 1977.

that he wanted more trustee involvement in this decision. By assuming this position he was expressing distinct opposition to the administrative staff exerting too much influence in this decision.<sup>290</sup> His opposition was further noted on this same issue when he asked for staff opinion prior to the casting of the final ballot for the selection of a supervisory officer. In this case supervisory officer Peter Fields explained their position, "It was largely his own position, in which Cairns detected a divided opinion on the part of the staff and essentially voted against the most senior staff officials. In a telephone call back to Cairns on this issue he said, "Our chief executive officer was quite upset and might have resigned because the vote could have been interpreted as a vote of non-confidence."<sup>291</sup>

The decision making hypothesis derived from this data is that Cairns wished to be assured that he was informed of the actual position of the officials on this matter before he made his final decision. When he received the final position of these officers from Fields, he detected a difference of opinion among them, but he also knew that some of them would support him in his final choice of Ken Deeks. He definitely didn't want to counter them as a collective whole even though he did not quite trust the officials' judgment of candidate James Stann.<sup>292</sup>

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<sup>290</sup> Field Notes, Board Meeting (Private Session), March 14, 1977.

<sup>291</sup> Telephone Call-Back, April 28, 1977.

<sup>292</sup> Telephone Call-Back, April 27, 1977.



In concluding the discussion of this decisional determinant it may be stated that trustee Cairns did not always vote in favor of the position placed forward by the officials of his board. It may also be said however, that when he chose to counter their position he made very certain of the 'lay of the land' of the officials' collective opinion. In this manner, should their position be defeated, he would not have placed himself in opposition to all of them. Essentially, the decision making process of trustee Cairns appeared as a composite of many determinants. The primary determinant just considered also contained dimensions of determinant number 7, Figure 15, page 195, a political awareness of issues at a level apparent enough to mention. An illustration of his political awareness may be evidenced in a comment he made while debating a salary negotiation issue. He began this discussion by asking two supervisory officers for detailed information on the issue of teacher suppluses and then proceeded to say, "Since we aren't negotiating dollars, really just who controls the power in the system; trustees ought to get involved."<sup>293</sup> Again, the same phenomenon occurred. He needed the information from the officials, their position on an issue. Then he could make his decision.

## 2. Financial Implications and Cost of Issues

As was mentioned earlier, trustee Cairns was the

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<sup>293</sup> Field Notes, Board Meeting, February 24, 1977.

trustee responsible for the business and finance area of board responsibilities. It may be inferred that he was chosen to this post because of his interest and expertise in matters of finance. Further to this, because of this dimension of personal interest and full time employment mentioned in the demographic section, it may also be inferred that many of his decisions naturally proceeded first through a cognitive screen of financial perceptions. But, inspite of these impinging decisional variables, the data suggested that Cairns accorded high priority to the financial implications of board issues wherever these implications assumed relevance.

Since this trustee had also served as this board's representative to an adjacent centralized board in the previous year, many of his comments related directly to the financial relationships existent between these two boards; "He refers much to his role as the adjacent board representative and assumes a position of authority in financial matters relating to the relationship of these two boards."<sup>294</sup>

To illustrate Cairns' deliberate reference to financial implications the issue of French immersion may be included here. He first voiced an expression of budgetary concern when this issue was brought to the board table and said specifically, "No more funds for Ontario are available from Federal monies

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<sup>294</sup>Field Notes, Board Meeting, February 24, 1977.

for this program."<sup>295</sup> He further added that, "The BNA Act spells out the position on French, and no assurances for funding French are available."<sup>296</sup>

When the issue of conference attendance money allotment for officials appeared before the board it was Cairns who asked, "What is the cost? Do we normally fund these? Whom have we sent in the past?"<sup>297</sup>

This same financial orientation was further evidenced during this board's discussion of teacher negotiations. It was consistently Cairns who would insist on knowing the 'financial implications'. When the task force on literacy presented its final report Cairns again asked, "What are the financial implications of this report."<sup>298</sup>

To conclude the discussion of the financial implications as a decisional determinant of trustee Cairns, reference is being made to his chairing of a specific budget discussion of his board. The board's budget was at a final stage of approval and the teacher negotiations in this system appeared to have regressed, and a teachers' strike loomed as a distinct possibility. Cairns asked the officials specifically, "What effect will a teachers' strike have on our budget?"<sup>299</sup> He received no answer in this case. He then proceeded to report to his board the implications of the central city's board

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<sup>295</sup> Field Notes, Board Meeting, February 14, 1977.

<sup>296</sup> Ibid.

<sup>297</sup> Ibid., April 18, 1977.

<sup>298</sup> Ibid., May 2, 1977.

<sup>299</sup> Field Notes, Board Meeting, May 16, 1977.

control over their board's budget and that school boards in this urban area were not allowed to build up reserves of monies allotted for certain projects and then not spent accordingly.<sup>300</sup> The significance of this data may be found in the importance Cairns placed in knowing what factors most influenced his board's budget, on the responsibility he appeared to perceive as his own to keep his board informed on matters of finance, and to function as an authoritative voice in this same area.

With such a dominant concern for the financial implications of issues considered by this board, it appeared accurate to hypothesize that for Cairns, to arrive at a decision on issues of any financial relevance, adequate and acceptable information of the financial importance of such issues must first have been at his disposal.

### 3. Opinions and Influence of Other Trustees

Trustee Cairns expressed the perception overtly that trustees should be amply involved in board decisions. According to him, the opinions of other trustees were highly important in arriving at a final board and personal decision.<sup>301</sup>

This particular decisional determinant must be, as others have been, considered in close relation to determinant #8, trustee involvement in decision making, Figure 15, p. 195. The primary reason for considering these two determinants,

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<sup>300</sup> Ibid.

<sup>301</sup> Interview, January 21, 1977, p. 10.

in conjunction with each other, is that in calling for trustee involvement in a decision to be made, it may be hypothesized that Cairns was seeking the opinions of his colleagues through their greater participation in this process. To illustrate, Cairns stated that, "...he would not be a rubber stamp to officials' proposals and that the board has to make the decision, and it must be fair with ample trustee involvement,"<sup>302</sup> when deciding upon a process for the recommendations of teaching personnel to administrative positions. When the actual committee to consider promotions was established Cairns added, "... if there are trustees that want to be involved, let them be."<sup>303</sup> His position here was to keep the committee at a number level that would not hinder the selection process but still provide for ample participation by trustees in the deciding process. By being involved in this manner their perceptions and opinions carried equal weight with those of the officials.

Attention must be drawn to the fact that Cairns was not influenced equally by all trustees. Although his voting pattern placed his vote in the majority position over 94 percent of the time, two trustees had a decidedly greater influence on him than the remaining seven. The data revealed Cairns to respond most directly to observations and comments provided by trustees Hanson and Graham. A case might be made that his

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<sup>302</sup> Field Notes, Board Meeting (Private), February 24, 1977.

<sup>303</sup> Field Notes, Board Meeting, April 18, 1977.

need for their approval was influence enough for him to make some of his decisions based on their responses to issues.

To illustrate this influence of Hanson and Graham, reference may be made to debate on the Teacher-Pupil-Ratio issue. Cairns obviously agreed with Hanson's position on increasing the P.T.R., but found himself in a dilemma because Graham disagreed with Hanson and he did not want to get in between. To negotiate his way between these opposing influences Cairns supported the financial benefit of increased ratio to the system for the sake of Hanson and for Graham he referred to community and parents, and sought for agreement through rational and logical argument.<sup>304</sup>

It was of particular interest to this researcher to note that Cairns apparently could not help but respond to confrontations that arose from time to time between Hanson and Graham. Evidence for this was provided in a private session in which both Graham and Sharf accused Hanson of not representing their board well on an adjacent city board. Graham's criticism was caustic and hostile with Sharf supporting her. Cairns intervened and called Graham naive and countered Sharf by telling him that he ought never to say anything critical of Hanson's level of representation in public.<sup>305</sup> He completely agreed with Hanson's position

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<sup>304</sup>Field Notes, Board Meeting, February 24, 1977.

<sup>305</sup>Field Notes, Private Session, April 25, 1977.

on the issue of teachers not supporting their federation executive in matters of salary negotiations specifically, which neither Graham or Sharf accepted.<sup>306</sup> He also said specifically, "Hanson brings back good information and to say she is not a good representative is not good."<sup>307</sup>

Trustee Sharf's negative influence on the decision making process of trustee Cairns was difficult to assess inspite of its rather obvious existence. A type of rivalry appeared to exist between Cairns and Sharf, at least in the earlier stages of this study. It was a common occurrence for Sharf to comment on an issue only to have Cairns promptly rebuke and ridicule him if at all possible. A typical example of this phenomenon was evidenced when the board's budget, in relation to its elementary school program, was being discussed. Sharf had provided a theoretical comment as was characteristic of his contribution on numerous occasions, when Cairns promptly countered by suggesting Sharf might be, "illogical regarding elementary school perceptions."<sup>308</sup> It was also common for trustee Cairns to laugh mockingly when Sharf would comment. This type of response was particularly evident during the hiring process of the supervisory officer when through mocking laughter and caustic comments Cairns appeared to deliberately attempt a position of provocation toward Sharf.<sup>309</sup>

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<sup>306</sup> Field Notes, Private Session, April 25, 1977.

<sup>307</sup> Ibid.

<sup>308</sup> Field Notes, Board Meeting, March 28, 1977.

<sup>309</sup> Field Notes, Additional Observations, April 25, 1977.

In concluding the discussion of the influence of other trustees as a decisional determinant for trustee Cairns, it is significant to report that this trustee appeared to be the most influenced of this whole board by the constantly operative interpersonal dynamics of conflict, hostility and resolution evidenced in this board. The perceived rivalry between himself and Sharf surfaced frequently, especially during times of active verbal involvement by trustees Graham and Hanson.

The influence of another impinging variable perceived by this researcher should also be considered in this context. Cairns also ran for the position of board chairman against Hanson shortly after the December 1976 election. Through discussion with other trustees it became evident that Cairn's opportunity for succeeding in this pursuit was non-existent from the outset. Trustee Hanson had already gained the support of the majority of the board for her bid for this position well before Cairns even entered the contest.<sup>310</sup>

Cairns however, remained unaware of this informal network of gaining support and faced the vote confident of a good chance for success. Although the actual vote could not be obtained, it is reasonable to assume that Cairns gained only two votes, his own and the person who nominated him. Consequently, after the establishment of the formal leader of this board, it might be inferred that Cairns had to re-

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<sup>310</sup> Interview notes of other trustees, December 1976 to March 1977.



establish his position on this same board. This demanded the approval of the chairman and vice-chairman, trustees Hanson and Graham respectively. To assist in this he assumed a position of arbitrating between them while at the same time expressing vigorous opposition toward them, especially toward Graham. This need for establishing himself on the board may also be the explanation for Cairns' abrasiveness toward trustee Sharf.

It is being inferred that this intricate interplay of inter and intra-personal forces among strategic members of this board, to a great extent at least, determined the decisions arrived at by trustee Cairns.

#### Summary

Trustee Richard Cairns actively participated in the decision making processes of his whole board. In fact, it was he who strongly supported active trustee participation at all phases of vital board decisions. He readily participated in debate but was not as vocal as some of his colleagues.

The decisional determinants identified to be the most operative in his cognitive appraisal of board issues were hypothesized to be: the opinions, positions and influence of the board's officials; the financial implications and costs of issues; and the opinions and influence of other trustees.

It was also hypothesized that Cairns possessed a notable

political awareness of board issues, an awareness frequently and closely linked to his concern for the financial implications of these same issues. A further hypothesis links his support of trustee involvement in board decision making with an evidenced influence of the opinions of other trustees on his own decisional processes.

## 7. TRUSTEE PETER DAWSON

### Demographic Description

Trustee Peter Dawson was in his early thirties, holds a university degree and has served on this board for two years. He is married, has children in the school system of his board and is professionally employed in a public service vocation. He spent an average of ten hours per week on board related work and it was his opinion that eight to ten months were required for a trustee to become adequately familiar with board procedures and decision making.

Dawson was satisfied serving as a trustee and perceived himself to exert somewhat of an influence on decisions made by his board. His satisfaction could have however, received a higher rating by him had there not been in his opinion such an apparent control of information by two of the senior officials on this board.<sup>311</sup>

The community area that elected Dawson to office, and handily, just prior to this study, is well represented by three minority ethnic populations in the order of their appearance here; Italians, East Europeans and Maltese. Dawson described his constituency as a working to middle class socio-economic population with less than six percent on welfare, and divided in educational expectations. He reported his own annual salary to be above the average income of his constituency. His perception of these educational expectations revealed the

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<sup>311</sup> Interview, January 25, 1977, p.2.

Italians as wanting traditional discipline with teachers making many decisions for the students' academic success. The Anglo Saxons expressed much ambivalence about education and generally appeared undecided about curriculum; and the Maltese hoped the school system would ensure their students success in the world of work. This latter group however, appeared to have little opportunity to participate in school system affairs.

Dawson appeared as a trustee actively involved with an active community. Pressure or interest groups contacted him two or three times a month, and from seven to eight delegations from this community had appeared at board meetings during the past half year.<sup>312</sup> He regarded his community as active in provincial and federal politics. In terms of school board politics, 28 percent of the separate school board voters voted and 26 percent of the public board voted. In general terms Dawson perceived his community to be active in school and political affairs and supportive of the school system.

Trustee Dawson was an active member of this board. He participated a total of fifty-two times in the discussions of the earlier mentioned 100 issues and frequently, more so than any trustee except for Graham, questioned the positions put forward by the supervisory officers and the authenticity of their information at board meetings. It was during the process of hiring a new supervisory officer that trustee Dawson

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<sup>312</sup> Ibid., pp. 2-3.

displayed the greatest level of influence on the other trustees of the board and established his position on the board as convincingly independent and unique.

#### Why a Trustee

In answer to the question of why he was serving as a trustee, Dawson replied, "My interest evolved naturally since I worked with the ministry on the correction of juveniles across the province. Kids frequently came to us who experienced difficulty in the transition from grade eight to high school. They came with very negative attitudes towards schools and school board representatives."<sup>313</sup>

Further to his perceived natural involvement in school board work, Dawson indicated an interest in education for his community and other educational services currently in existence. He particularly wanted to make a contribution to secondary education. In his candid opinion he felt, "...socially deprived kids are getting a raw deal in the education system"<sup>314</sup>

From the statements reported here, it became apparent that trustee Dawson possessed a well developed sense of social responsibility toward the students of this school system. He perceived his role as a trustee as a means whereby he could improve the relevancy and applicability of educational programs for socially underprivileged students.

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<sup>313</sup> Interview, January 25, 1977, p. 2

<sup>314</sup> Ibid.

Voting Behavior

The voting behavior profile of trustee Peter Dawson clearly did not reveal a highly individualistic trustee nor did it provide extensive evidence of identifiable decisional determinants operative in his cognitive appraisal of issues. In fact, the most unique aspect of this trustee's voting behavior was that he was absent for the vote on nineteen of the 100 issues. Further to this he elected to vote with the majority of this board for seventy-nine of the eighty-one issues or 97.5 percent. The two issues on which he assumed a minority stance were not controversial. Issue 34, dealt with the formation of a committee for the promotion of principals and vice-principals. The other issue, 92, was a motion to have ten professional development days for the secondary panel per year until 1980. Dawson voted against both of these motions and he received the support of three other trustees in each case. His minority stances certainly did not suggest a vote of high individuality. Instead this stance essentially supported a concensus type orientation to voting which is being hypothesized here from his 97.5 percent majority vote.

TABLE EIGHT 'G'

TRUSTEE CLUSTERED VOTING PATTERN ON TEACHER RELATED ISSUES

TRUSTEES	ISSUES																
	73	93	78	60	53	26	97	77	75	34	92	94	96	99	39	74	100
Peters	+	+	+	+	+	+	+	+	+	+	+	+	-	+	-	-	-
Lane	+	+	+	+	+	+	+	+	+	+	+	-	-	-	+	-	-
Wilson	+	+	+	+	+	+	+	+	+	+	-	+	-	-	-	-	-
Cairns	+	+	+	-	-	+	+	+	+	+	+	+	+	-	-	-	-
Rogers	+	+	+	+	+	+	+	+	+	-	+	+	-	-	-	-	-
Hanson	+	+	+	-	-	+	+	+	+	+	+	-	-	+	-	-	-
Graham	-	+	+	+	+	-	-	-	-	-	+	+	+	-	+	+	+
Dawson	+	+	+	+	+	+	+	+	+	-	-	-	-	-	-	-	-
Pira	+	+	+	+	+	+	+	-	-	+	-	-	-	-	-	-	-
Sharf	+	-	-	+	+	-	-	+	-	-	-	-	+	-	-	+	+

+ = votes for  
- = votes against

Trustee voting was recorded in this table of teacher related issues on the basis of a direct clustering method.

Table EIGHT 'G', above, reveals that trustee Dawson and trustee Pira voted in an almost identical manner on sixteen of seventeen teacher related issues. This coincidental voting relationship had not been detected in earlier decisional analyses, but appeared rather obvious when the clustering method of voting behavior was employed. The two items on which these two differed are numbers 34 and 75.\* Both were regarded as non-controversial by the board and may be inferred as votes representing a matter of opinion. But, no basic difference in orientation to issues by these two appeared evident. It is this writer's opinion that Pira voted against item 75,

\*75 is essentially the same as 77 (Note TABLE ONE)

an item referring to increased communication with a teacher's federation representative; and for item 34, the issue of principal and vice-principal promotion, on the basis of decision making expediency. Reference to his concern for efficient board decision making was noted earlier in the analysis of data gathered relative to his own decision making determinants. In contrast to Pira, it was trustee Dawson who would frequently request the tabling of issues so that more deliberation time could be made possible prior to the casting of a vote. Dawson's comment about issue 92, allotment of professional development days, amply supports the above hypothesis in terms of the deferral of items under discussion, "I would like to have this issue deferred for more consideration, do we have to deal with it tonight?"<sup>315</sup> Further evidence that the pragmatic concern of an actual decision caused the two differing votes between Pira and Dawson came from a comment made by Pira during an interview. The influence of Dawson as a trustee was being discussed during this interview and Pira volunteered that Dawson frequently talked too much on certain issues and would kill an issue twenty times before ceasing to comment, or bring up irrelevant issues 30,000 times and not recognize them as such.<sup>316</sup> It was at times like this that these two would part company, but not on issues of philosophical importance.

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<sup>315</sup> Field Notes, Board Meeting, May 9, 1977.

<sup>316</sup> Interview, May 5, 1977, p.6.



Even though Dawson's voting behavior appeared somewhat inconclusive in terms of identifying specific decisional determinants, it did provide a perspective of his orientation toward other trustees. It also revealed his very close alliance with trustee Pira and suggested that he chose a consensus stance on issues rather than standing idealistically and independently alone when called upon to vote.

#### Special Issue

Of all the issues considered by this board during the time of this study, the special issue of hiring a supervisory officer was the one that most clearly depicted the actively operative decisional determinants of trustee Peter Dawson. From the very beginning of this issue Dawson assumed an aggressive and resistant posture toward the officials of his board whenever they voiced their opinions on this matter. He also assumed a leader-type role on the board during this time for he was usually called upon by the chairman to begin discussions of this issue whenever the board convened for the purpose of making this selection. However, if the chair didn't call on him to begin, he would take it upon himself to comment first and then wait for the other board members to follow his lead.

Dawson had earlier, and on several occasions, expressed acute suspicion of the completeness of information coming to the board, especially from the chief supervisory officer.

It was his opinion that the actual hiring of this person was the board's exclusive responsibility and too much influence from the supervisory officers on this matter would serve only to thwart the board's democratic responsibility. This opinion was clearly evident in a telephone call back in which he stated, "I don't necessarily make a choice on the basis of the director's comments or of others. What I really see is the total board at work."<sup>317</sup>

A dimension of this issue that resulted in the unique and highly individual role of Dawson was the fact that the initial short list, drawn up by the board appointed committee, did not include a candidate that Dawson wished to see on there. Upon discovering the name of Ken Deeks absent from the initial short list, Dawson commented, "Candidate Henderson is acceptable for the area of professional development but the remaining four are not suitable for community affairs work."<sup>318</sup> This comment not only minimized the influence of the selection committee on trustee Dawson, but it also indicated his concern for what may be perceived as a system need, namely a person to work specifically with the community.

Dawson's next response was, "Why don't we look at the long list again, why was Ken Deeks not interviewed?"<sup>319</sup> In asking this question, trustee Dawson directly countered the chief executive officer of this board, for it had been this

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<sup>317</sup> Telephone Call-Back, April 25, 1977.

<sup>318</sup> Field Notes. Special Issue, April 18, 1977.

<sup>319</sup> Ibid.

official's firm position that Deeks not be called in. This exchange of opinions indicated that the official's position on this issue functioned as a negative influence on Dawson and appeared to reinforce suspicion he already had with regard to information coming to the board from officials.

It appears significant to state here that the director of this board had selectively retained some personal information on Deeks which he revealed only after Dawson persisted in getting Deeks on the short list. This release of new information angered Dawson who promptly disregarded the information as irrelevant and proceeded to boldly criticize the executive officer for the indiscriminant use of information at this time: A decisional variable evident from this data may be concluded to be a strong sense of personal privacy and a sense of justice which had been encroached upon by the release of this personal information. Added to this hypothesized variable might be the importance Dawson placed on the personal suitability of the candidate with the job description, "... but most important is that the man suits the job description and meets our expectations."<sup>320</sup> Dawson, along with the close support of Graham, Pira, and Cairns, succeeded in getting Deeks in for the interview and influencing the selection process enough to have the board agree to position Deeks and Taylor as the final two candidates. The final selection was made in a caucus session.

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<sup>320</sup>Telephone Call-Back, April 25, 1977.

It was during this final session that Dawson again displayed his intense concern for the selection of the most suitable candidate and that this selection be made by the board without undue influence from board officials. He stated, "Deeks may have the qualifications we are looking for, and we can monitor his performance, and...if we as a board can't decide, who will?"<sup>321</sup>

During the actual voting much time was taken in balloting and several trustees were not prepared to decide at this time. This evoked an emotional and frustrated response from Dawson who said, "We are going around in a circle. Come on, we are fooling ourselves, some would fly to the moon just to evade the issue of making a choice."<sup>322</sup> However, Dawson remained consistent with his earlier reference for the need of a board decision and commented, "This is much like government and in spite of who gets our vote, we support who is chosen."<sup>323</sup> This latter statement revealed an awareness of the political nature of this decisional process and also revealed Dawson's pending satisfaction with a decision arrived at through such a process. Concern for due democratic process may thus also be hypothesized as one of his decisional variables.

This writer would like to report here that each of trustees Dawson, Cairns and Graham were overtly happy

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<sup>321</sup>Field Notes, Caucus Meeting, April 27, 1977.

<sup>322</sup>Ibid.

<sup>323</sup>Ibid.

over the, final choice of Ken Deeks. It may be hypothesized that extensive communication had taken place among these three and trustee Pira prior to this final caucus vote. Telephone calls made to trustees Rogers and Graham later revealed that Dawson had been in contact with both of them over this issue prior to the vote.

In concluding this section on a special issue, it may again be stated that trustee Dawson played a dominant and influential role in the final selection. It was his insistence that placed Deeks on the second short list and it was his persistence and at times hostile challenging of information supplied by the officials that appeared to minimize their influence. And it was his informal communication practice among board members that reinforced the importance of a board decision over and against what might be termed an officials' influenced decision. The final vote supported Dawson's adamant and continuous preference and it may be hypothesized that because of this, his overt and deliberate participation in this decisional process was in fact, highly influential.

#### Decision Making Determinants

Trustee Peter Dawson was an active participant in the decisional process of this board; however the substance of his actual debate was often ambiguous and on occasion contradicted by his own vote. Nevertheless, his participatory comments at board meetings, his willingness to discuss his

decision making perceptions with this researcher and the candid observations provided by other trustees on this board provided adequate data to identify major decisional determinants of this trustee.

An illustration of the data used to identify decisional determinants of trustee Dawson is provided in the following figure:

ISSUE	PARTICIPATORY COMMENTS	DECISIONAL HYPOTHESES
Dismissal of an employee	- I encouraged her to seek help and medical aid. She refused.	- Personal element important.
Promotions	- Insists on ample participation. - Wants to have all the information on candidates prior to the actual interviews. - Will drop an interview step providing the teachers agree. - Want more teachers involvement in decision affecting them.	- A question of control. Wants trustees involved. Resists officials. - Teachers are influential for him.
Hiring a supervisory officer	- Wants to know the candidates track record and level of innovation. - If we choose, we as a board will back him. - Counters the officials vigorously, drives a wedge into the argument between himself and the officials.	- Wants complete information. - Awareness of decisional process. - Importance of a board decision. Suspicious of the officials' position.

FIGURE 16: This figure illustrates the participatory comments made by trustee Dawson during debate on board issues and the coinciding decision making hypotheses drawn from them.

Although the data allowed for the identification of twelve decisional determinants for trustee Dawson, only the three that appeared most dominant according to the frequency of reference that this trustee made to them during the collection of this data, will be discussed.

DECISIONAL DETERMINANTS	FREQUENCY OF REFERENCE
1.. The opinions, position and influence of board officials.	16
2. Participation of trustees in the decision process.	15
3. Seeking clarification and adequacy and accuracy of information.	14
4. Personal implications of issues.	10
5. Need for more discussion and debate on issues.	9
6. Implications of board decisions on teachers and their involvement in these.	9
7. Concern for public and community, and school/ community participation in decisions.	6
8. Philosophical, Theoretical and Ideological position on issues.	5
9. Cost of issues.	3
10. Concern over the decision making process.	3
11. Concern over agenda item arrangements.	2
12. Direct concern for students.	2

FIGURE 17: Decisional determinants identified for trustee Dawson from his participatory comments during the debate of eighty-one board issues.

The twelve determinants listed in the above figure, were those most evident in Dawson's participation during fourteen meetings in which he spoke a total of fifty-two times. It must be stated here that these determinants may not be regarded as independently classifiable for they did not appear as such in the actual discussions and debate. In Dawson's case specifically, he was the trustee who more frequently than any other trustee asked the board for more discussion and debate of issues. This determinant however appears as the fifth in the list of twelve. Consequently, it may be hypothesized that determinant 5 may be integrally related to determinants 2, which revealed Dawson to be in support of trustee participation in the decision process.

Further relatedness between and among the various decisional determinants could be described, but the description provided above illustrates the close relationship of many variables operative in the cognitive process of this trustee prior to completion of an actual decision.

For the purpose of clarification and elaboration only those three determinants appearing as most dominant in Dawson's criterion for decisions are described in the section following. According to the frequency of reference he made to these they are: 1) The opinions, positions and influence of board officials, 2) Participation of trustees in the decision process, and 3) Seeking clarification, adequacy, and accuracy of information.



1. The Opinions, Positions and Influence of Board Officials

The data depicted this determinant as the one referred to most frequently and most intensely by this trustee. This is not however, to say that trustee Dawson would wait for the opinions of the board officials and then vote in favor of their position. The very opposite, in fact, occurred on a number of occasions. It was because of his apparent suspicion of the accuracy and adequacy of the information coming from the officials that he frequently quizzed them further than did most of the other trustees. This placed the officials in a dominant position in the mind of this trustee whenever issues arose requiring information that only they were in a position to provide.

Dawson however, was not in opposition to the officials on all occasions and his frequent majority vote, 97 percent, placed his most frequent decisional position in close coincidence with the majority of the board and in agreement with the officials on all but a small number of issues. The special issue of hiring a new supervisory officer was a notable exception to Dawson's otherwise majority decision stance.

His expressed suspicion of the accuracy of information that the board received from its officials was noticeable in many of his comments. This became evident while the board was considering its own procedure of agenda setting. In this case Dawson wanted to know more about the board's procedure for changing the order of agenda items. He stated, "Consider

today's private board session. What had been planned initially was not what was actually dealt with."<sup>324</sup> He was obviously suspicious of those who were altering agenda items and was being influenced by this practice.

When the board was to decide on which students were to be admitted to a special school program designed to accommodate those with learning difficulties, Dawson expressed anger at the lack of involvement by trustees in these decisions and expressed open suspicion of the officials' use of information.<sup>325</sup> This apparently was not the first time an accusation of this nature had been made by this trustee for an audible groan was evident from various officials during the time of this comment.

Dawson's suspicions of the officials were directed more to two of the senior officials rather than to all of them. This became evident on several occasions. He particularly appreciated the concept of management advocated by official Fields and told him so for it provided clear information necessary for the making of financial decisions.<sup>326</sup> He further questioned the source of control over the placement of consulting teachers and was provided information on this by official Peter Fields. This satisfied Dawson and he agreed to the procedures followed by Fields.<sup>327</sup>

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<sup>324</sup>Field Notes, February 14, 1977.

<sup>325</sup>Ibid., February 28, 1977

<sup>326</sup>Ibid., February 12, 1977.

<sup>327</sup>Ibid., April 25, 1977.

The directing of his suspicions to the executive director became most apparent during the special issue debate. Dawson noted specifically that the information about candidate James Stann sharply contradicted the chief executive officer's assessment of him.<sup>328</sup> It was from comments of this nature that the hypothesized negative decisional determinant of the officials' influence on this trustee found support.

Conclusive evidence of Dawson's resistance to the board's chief executive officer was obtained through a telephone call-back after the decision to appoint supervisory officer Ken Deeks was complete. Dawson indicated here that he had carefully read over Deeks' performance record and he had also heard him at a conference. He now wanted someone who would stand up to the officials. He also stated that he had personally reacted strongly to the chief executive officer's use of personal information about this candidate at a point in the interview.<sup>329</sup> In another telephone conversation he stated, "I have witnessed enough situations where officials manipulate and provide more information to win their position."<sup>330</sup>

Trustee Dawson's reference to the officials was frequent in his debate on issues. He readily criticized some and expressed open suspicion on information presented by them. However, the data suggests that he was suspicious of only one or two of

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<sup>328</sup>Field Notes, Special Issue, April 27, 1977.

<sup>329</sup>Field Notes, Telephone Call-Back, May 6, 1977.

<sup>330</sup>Ibid., April 22, 1977.

the most senior officials and resisted them with vigor. The most obvious display of this resistance occurred during the special issue appointment. It must be noted though, that in spite of Dawson's expressed resistance, his actual vote rarely countered the general position put forward by the officials. In view of this apparent dichotomy, it is being hypothesized that trustee Dawson was highly cognizant of the information provided by the officials, in fact demanded it frequently, and if they did not seek to exert overt and extensive influence in a decision, he would support their position. It appeared equally apparent that should the officials insist that a specific position be taken by the board, trustee Dawson would tenaciously and vigorously resist. And on one occasion, at least, his resistance was so influential that it met the approval of the majority of his board and served as an extreme embarrassment to this board's chief executive officer.

## 2. Participation of Trustees in the Decision Making Process

This decisional variable was also referred to frequently in Dawson's reference to the position and opinion of the supervisory officials. The data implies that a technique of this trustee was to call for more participatory decision making whenever he perceived the influence of the officials becoming too extensive on the board as a whole. Specific evidence for this was noted in debate on the issue of selecting principals and vice-principals. Dawson addressed this issue in this manner,

"The selection process is better now than it was because board members are more specifically involved."<sup>331</sup>

As was mentioned earlier in the discussion of the special issue, trustee Dawson played a highly influential role in the hiring of a new supervisory officer. He took a definite stand in this decisional process during its earliest stages by insisting that a "...committee be established to make the final choice of who gets on the short list."<sup>332</sup> As the data indicate, this trustee's wish was accepted and the process recommended by him followed.

In the transfer of principals and vice-principals from one school to another, Dawson again appeared to identify a directional influence on the part of the officials and initiated action to counter this by asking, "How many want a say in this decision making?"<sup>333</sup> On this occasion his suggestion was not accepted unanimously, but much trustee participation in this decision was again evidenced.

No decisions of major importance could be made on this board without Dawson calling for maximum trustee participation. It has been hypothesized that the primary reason for this decisional stance was his mistrust of some senior supervisory officials. A further inference that may be drawn suggests that this trustee also frequently perceived the information obtained from the officials to be incomplete. It appears correct to con-

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<sup>331</sup>Field Notes, Board Meeting, February 28, 1977.

<sup>332</sup>Ibid., March 14, 1977

<sup>333</sup>Ibid., May 9, 1977

clude that Dawson called for wider participation in a decision so as to elicit more information, compel more thought on an issue and eventually conclude with a more qualitative decision than if his participation emphasis had not been heeded. He identified himself with his board for decision making and it was common for him to refer to the collective of trustees with the pronoun 'we'. To illustrate this, samples are recorded here: "... we can wait for Deeks to get on the short list, ... we as a board must exercise our prerogative, ... why can't we look at this guy, ... if we can't decide, who will, ... we as a board will back him, ... we are going around in circles, ... we are compromising because people are reluctant to decide, and ... if we don't spend our money, who will?"<sup>334</sup>

His difficulty with his officials was not readily resolved. His mistrust appeared to assume circular proportions. He was suspicious of their influence and frequently expressed a high degree of mistrust. Then, when information was required from them and he discovered it to be incomplete his mistrust only increased. The officials in response to this trustee appeared to feel he could not objectively utilize more information than was already provided and resisted his repeated requests. This aggravated the situation even more. This climate of mistrust and suspicion of Dawson toward his officials was clearly expressed in an issue that dealt with the teacher federations' caustic response to this board's position on teacher redundancy.

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Field Data, Board and Special Issue Notes, February - May, 1977.

Dawson commented;

"The board was caught with its pants down! But the teachers' representative was quite hard nosed tonight. I felt out of it because the board has been so uninformed. The teachers' representative Tim Tagg was unfair and it is ridiculous for us to jump to his request. We are jackasses, all of us, by not knowing, what to do at 1:00 a.m.!"<sup>335</sup>

Needless to say, Dawson's evaluation of this issue was not accepted with enthusiasm by all trustees, but it did serve to illustrate his frustration over incomplete information and the consequent mistrust of those who were in the best position to provide this needed information, namely the board officials.

### 3. Seeking Clarification and Adequacy and Accuracy of Information

The quotation of Dawson's used to end the discussion on the previous decisional variable may also serve to identify his clearly stated need for adequate and accurate information prior to making a decision.

This decision making variable ranked third in terms of this trustee's reference frequency, but in essence it may be hypothesized to have existed implicitly in the previous two decisional determinants discussed. This very fact is again an illustration of how integrally the various decisional determinants are interlinked with each other as the person seeking to employ them, applies this decisional criteria to issues requiring a specific decision. Dawson frequently asked for

more discussion of issues and often to the chagrin of both trustees and officials. But he would persist and usually succeeded in having his request met. Illustrations of this were found in the issue of a community library representative group requesting land from this board. Dawson responded by asking for more information from this delegation and from the officials working most directly with this request.<sup>336</sup>

In this case this trustee deferred to the official, which was rarely the case, by saying, "If the official doesn't like the request, how can we go along with it?"<sup>337</sup> It was apparent that he wanted both, accurate and complete information plus the official's agreement prior to the completion of his own decision.

Dawson's requests for information were truly extensive. To illustrate this aspect of his decisional process the following issues were those for which he specifically requested more information from the board officials: library land issue, curriculum development, admission requirements to a vocational school, budget discussion, sabbatical leave, provincial report on student achievement, teacher issue of redundancy, and hiring a supervisory officer.<sup>338</sup>

Requesting more information was characteristically one of trustee Dawson's first responses to an issue. It was only after this basic criterion had been met that he would proceed

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<sup>336</sup>Field Notes, Board Meeting, February 12, 1977.

<sup>337</sup>Ibid.

<sup>338</sup>Field Notes, Board Meeting, February - May, 1977.



to the next decisional process step which in his case was not conclusively predictable. His responses were largely dependent on his perception of the adequacy and accuracy of the information provided. This inference found support in a telephone call-back to Dawson regarding his decision for a deferral on the professional activity days allotment for teachers, and the termination of a probationary teachers' contract. He chose to defer the first issue because, "I need more information and it seems consultation between teachers and principals was lacking. Also, how come the officials had so much to add?"<sup>339</sup> In terms of the second issue, he readily agreed for much information had been made available and it was his opinion that this teacher was in the wrong profession. He did however add a statement which further endorsed the already identified negative influence of the officials, "Supervisory officers are sometimes too concerned with their relationship with principals rather than with teachers."<sup>340</sup> And since this was a teacher situation, it is being hypothesized that the opinions of the supervisory officers were again disregarded by Dawson in this issue.

#### Summary

It was trustee Peter Dawson that so influenced the hiring process established and the final selection of a new supervisory officer that the majority of his board followed

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<sup>339</sup>Field Notes, Telephone Call-Back, May 10, 1977.

<sup>340</sup>Ibid.

his lead rather than that of its supervisory officers. This event was regarded by three trustees other than Dawson, as a unique and highly unusual occurrence on this board.\* In fact two of these three were quite prepared to have the chief executive officer tender his resignation over this apparent vote of non-confidence. This however, did not happen.

This incidence clearly indicated the decisive and influential manner in which trustee Dawson could and on occasion did function on this board. His voting behavior however, did not reveal him to be as individualistic as the above mentioned incident would indicate. His vote sided with the majority of this board on over 97 percent of the issues, and on the two issues in which he took a minority stance a minimum of two other trustees assumed his position also.

The data conclusively revealed that if the supervisory officers presented a perceived strongly influential position on an issue, trustee Dawson would counter by calling for increased participation by other trustees in the making of a board decision. This request for participation appeared to serve two purposes; one to minimize the influence of the officials and secondly to elicit more complete information of an issue. Then, when the criterion of opposing the officials, ample trustee participation, and the receipt of accurate information had all been met satisfactorily, trustee Dawson could cast his vote, which with only a three percent exception, was with the majority of the board.

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\* Trustees Bira, Cairns and Graham

## 8. TRUSTEE SYLVIA ROGERS

### Demographic Description

Sylvia Rogers had just been elected to this board during the time of this data collection. She is married, in her late twenties and has a very young family. Her career before assuming greater family responsibilities was that of teaching. She has had nine years of teaching experience and identified her ethnic background as Canadian-Jewish.

At the outset of this study, it was apparent that this trustee had entered an area of public service with which she was quite unfamiliar. The first few board meetings she attended were almost entirely learning sessions for her. In her estimation she worked from twenty-five to thirty hours per week on board related work and was of the opinion that it would take at least two to four months for her to become familiar enough with board responsibilities to contribute knowledgeably at board meetings.

The community that elected Rogers is well represented by various ethnic populations with the dominant one being Italian, and West Indian appearing next in terms of population numbers. The total population of this community is estimated at 9,000 adults and 3,400 students.

In her estimation the socio-economic status of her electoral district was varied. A large middle class with annual gross salaries of over thirty thousand per year constituted the upper half, and the lower half included those that earned fifteen thousand or less per year. Trustee Rogers

could be classified with the upper income level group.

In terms of community expectations of the schools, Rogers stated, "My community is separated."<sup>341</sup> She further observed:

"The middle class gets the trustee and guard their own interest which is mainly a maintenance of the traditional status quo. But these parents do effect change. Parents of the lower class feel their children should attend schools and get a complete education for good jobs later on. Their main interest is to better themselves economically."<sup>342</sup>

She did not regard her community as one that participated actively in school system affairs although there were a few parents, about ten, who would show active interest. To date she had been contacted two or three times per month by community interest groups and had had only one representative group appear before the board from her district. The issue brought forward by this group was the safety of a bridge that their children had to cross.

In her opinion the school-community relations in her area were cooperative and supportive even though the actual expectations vary considerably.

Trustee Rogers stated she was satisfied with her new position on this board and felt that she could exert somewhat of an influence on decisions being made. The primary reason for her satisfaction in this position was the possibility it

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<sup>341</sup> Interview, March 7, 1977, p. 3.

<sup>342</sup> Ibid.

afforded her to improve the system of education of this school jurisdiction.

#### Why a Trustee

"I have a personal concern for education, an active interest and something to contribute", were the words of this trustee when asked why she was a trustee.<sup>343</sup> Because of her teaching background, her work with the teachers' federation, being a parent, a taxpayer and an experienced committee worker, her contributions to this board were perceived as significant. It was Rogers' ready and unreserved opinion that the whole educational system needed improving and she wanted to be involved in the development of policy and its implementation that would facilitate such an improvement. She further intimated that at least three trustees currently on this board would not contribute and were not interested in education and that she herself had the confidence to do better.

To gain her position on this board she had had an excellent campaign, excellent press coverage and the support of the influentials in her community. In her estimation, "I was the best person for the board at this time."<sup>344</sup> This last statement appeared as a basic reason for her being on this board at this time. If her other qualifications are considered along with her confident perception of self, this

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<sup>343</sup> Interview, March 7, 1977, p. 6.

<sup>344</sup> Ibid.

trustee might be regarded as a potentially influential member of this board.

### Voting Behavior

Trustee Sylvia Rogers was a new member of this board. Consequently it was anticipated that her voting behavior would reflect inconsistency and uncertainty, or possibly generally follow the majority or consensus position. This trustee was absent and did not vote on nineteen issues, and of the eighty-one issues she voted on, seventy-nine or 97.5 percent of her votes were with the majority of this board.<sup>345</sup> She cast only two minority votes. The first one occurred for issue 34, the formation of a committee for the promotion of principals and vice-principals. In this case she had trustees Lane and Dawson voting with her. The issue was not contentious and from what has been said earlier about Lane and Dawson, the reason for this vote was most likely a concern for more decision-making efficiency which a decision for two committees would have lessened. Her second minority vote was cast against the motion to have the selection committee present more alternative candidates for the board's consideration in the hiring of a second supervisory officer. In this case trustee Lane again voted the same as did Rogers. Lane's position was rather obvious for she had served on the selection committee and the issue might readily have been interpreted by her as a vote of non-confidence. During debate on the hiring issue Rogers became upset and frus-

<sup>345</sup> Field Notes, Voting Pattern, February - April, 1977.

trated by the length of time this whole process consumed. On several occasions, she had indicated her readiness to choose two from among the first five candidates presented. Her choice for the second supervisory officer would have been James Stann for whom she voiced her preference several times. Discussion of this will continue in the discussion of a special issue following.

To reinforce the hypothesis of the time variable as significant in her vote, the following quote was recorded at 1:00 a.m. after an intense debate over a conflict with teachers and the pressing need to consider the hiring issue not begun yet; "Let's get on to the other issue of hiring a supervisory officer. I'm too tired to say anymore."<sup>346</sup>

The most unique aspect of Roger's voting behavior, it may be concluded, was her consistent vote with the majority of her board. Her resistance to vote independently coupled with an ability to read the wish of the majority prior to an actual vote may be regarded as a significant decisional variable as deduced from her voting behavior.

TABLE EIGHT 'H'

TRUSTEE CLUSTERED VOTING PATTERN ON TEACHER RELATED ISSUES																	
TRUSTEES	ISSUES																
	73	93	78	60	53	26	97	77	75	34	92	94	96	99	39	74	100
Peters	+	+	+	+	+	+	+	+	+	+	+	+	-	+	-	-	-
Lane	+	+	+	+	+	+	+	+	+	+	+	+	-	-	-	+	-
Wilson	+	+	+	+	+	+	+	+	+	+	+	-	+	-	-	-	-
Cairns	+	+	+	-	-	+	+	+	+	+	+	+	+	-	-	-	-
Rogers	+	+	+	+	+	+	+	+	+	+	-	+	-	-	-	-	-
Hanson	+	+	+	-	-	+	+	+	+	+	+	-	-	+	-	-	-
Graham	-	+	+	+	+	-	-	-	-	-	-	+	+	+	-	+	+
Dawson	+	+	+	+	+	+	+	+	+	-	-	-	-	-	-	-	-
Pira	+	+	+	+	+	+	+	-	-	+	-	-	-	-	-	-	-
Sharf	+	-	-	+	+	-	-	+	-	-	-	-	+	-	-	+	+

+ = votes for  
- = votes against

Trustee voting was recorded in this table of teacher related issues on the basis of a direct clustering method.

TABLE EIGHT 'H' above, reveals trustee Rogers' voting with consistent similarity with trustees Peters, Lane, Wilson, Cairns and Hanson. This group of six has previously been referred to as the basic majority of this board, with trustee Hanson being the least likely to vote consistently with this group. Rogers' voting however, placed her solidly in this group with her voting pattern most like that of trustees Peters; Lane; and Wilson. Her vote differed from these on only three of seventeen teacher related issues. Wilson, it may be inferred, followed the voting leads of Peters and Lane because of his novitiate status on this board as was already mentioned in the analysis of his voting behavior. For this reason it is concluded that Rogers did not seek Wilson's position as much as he might have sought hers, but she too was



overtly conscious of the position of Lane and Peters on teacher related issues and appeared to vote accordingly. This coincident awareness of a reliance on the same persons it is hypothesized, resulted in the similar vote between Rogers and Wilson.

It may be mentioned that trustees Graham and Hanson took a keen interest in Rogers' early performance on this board. They deliberately coached and explained whenever they perceived this necessary and treated her with noticeably considerate attention. Her voting behavior however, did not align her decisions with these two, but rather with the others mentioned earlier. This observed inconsistency implied that trustee Rogers was not so much following the lead of those with whom she was voting most consistently; but rather that she was voting according to her own position on these issues which happened to coincide with the experienced majority on this board. This group, with the exception of trustee Wilson, was mentioned earlier in the discussion of the voting behavior of trustee Rogers.

#### Special Issue

If the analysis of the previous trustee Peter Dawson revealed him to be the most consistent and influential in this issue, trustee Sylvia Rogers, in dichotomous contrast, was hypothesized the least consistent and influential. Trustee Sharf, in fact, commented on her final decision in the hiring

of the second supervisory officer by suggesting, "She chose to decide at this point because of her phone call to her husband at that late hour. He said she had better come home so she had to make up her mind immediately."<sup>347</sup>

Even though Rogers may not have exerted the same influence on her board that some other trustees did, her active participation in this issue provided good data on the cognitive processes operative as this trustee decided whom to vote for.

The most noticeable decisional characteristic of Rogers evident throughout this issue was the urgency of making a hurried decision. This was clearly evidenced during the first private session held on April 18, 1977, and again in the last one on April 27, as well as one held in between. In the first meeting she queried, "Why can't we decide on the second one tonight? We won't get any new people so who will make the final decision?"<sup>348</sup> During the next meeting, by 2:20 a.m., she could hardly keep her eyes open and wished to have the final vote taken. At the last meeting an early comment of hers was, "The decision cannot be delayed and we cannot take John Scott (a name mentioned as a tentative candidate) for he probably won't stay anyhow. I want to hold a ballot now to find out where trustees stand."<sup>349</sup> She also made a strong appeal, "to

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<sup>347</sup>Field Notes, Private Session, April 26, 1977.

<sup>348</sup>Field Notes, Special Issue, April 18, 1977.

<sup>349</sup>Ibid, April 27, 1977

decide now!"<sup>350</sup>

A second noticeable decisional characteristic of Rogers' evidenced during this issue was her readiness to fluctuate from one position to another. She had readily agreed to the appointment of the first supervisory official Fred Henderson and was fully prepared to vote for James Stann after the first interview on April 18. However, when the interview with Ken Deeks had taken place on April 25, she saw Stann as nervous and one who spoke in cliches and Ken Deeks as an avowed community man.<sup>351</sup> On April 27, she was convinced that James Stann could meet the professional development requirements of this new position and made a strong appeal on his behalf, "He can do what we need, especially in the area of professional development."<sup>352</sup> Later on in this same meeting she openly recognized the biggest need in their current system was for someone to work well in community affairs, but she said, "I am lost for a decision."<sup>353</sup>

After being called irresponsible and inane by trustee Graham for her suggestion of altering the job description and staffing needs so as to hire only one assistant superintendent, trustee Rogers made her final decision. The third ballot had been cast, and a majority not gained. Rogers was tired of the whole sordid affair and with evident emotion said, "I am pre-

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<sup>350</sup> Field Notes, Special Issue, April 27, 1977

<sup>351</sup> Ibid.

<sup>352</sup> Ibid.

<sup>353</sup> Ibid.

pared to switch now if necessary or to take the blame for a bad decision."<sup>354</sup> She switched, voted for Ken Deeks and ended the meeting.

She expressed relief and hurried home. The continuous late nights required for this issue had apparently taxed her to the breaking point, and she was not prepared to complicate personal domestic concerns any more than they already had been by this long lasting and strenuous issue.

In concluding this discussion of Sylvia Rogers' voting behavior it may be hypothesized that her recent entry into this field of public service and decision making resulted in highly varied decisional responses. With reference to the eighty-one issues on which she cast a vote, it is hypothesized that she was acutely aware of the stance of the majority of this board on these issues and voted coincidentally on 97.5 percent of them. Consequently, it may be inferred that the opinions of other trustees greatly influenced her decision making behavior. However, the obvious personal support given her by two other female trustees and her resistance to vote with them on contentious issues or where a minority vote might follow; allowed for hypothesizing that this trustee did in fact hold a personal position on seventy-nine of eighty-one issues coincident with that of the majority of this board.

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<sup>354</sup> Field Notes, Special Issue, op.cit.

To attempt a vote prediction for trustee Rogers would be difficult. Her response to the special issue of hiring a second supervisory officer revealed her to be highly susceptible to various decisional stimuli including those found quite beyond the trustees and staff of her board.

#### Decision Making Determinants

Even though trustee Rogers was new on this board she participated actively in board debate. One of the reasons for active participation was her appointment as a chairman of the program and planning division of this board. Her participatory comments totalled forty-five in eighteen meetings observed.

Many of her comments took the form of questions. Her questions centered mainly on requests for further information and clarification of board decisional processes. It was of interest to this observer to note how tolerant and considerate other trustees were of her during the first few months on this board. However, as was noted in the discussion of a special issue, the initiation period of understanding ended with certainty during the last month of observations. From this time on she was regarded as a member of equal status and could expect vigorous disagreement, even hostility toward positions she put forward.

To illustrate the data used in identifying Rogers' decisional determinants, illustrative comments on issues made by her are recorded here. These comments have been selected on the basis of their clarity and direct reference to an operative decision making process.

ISSUE	PARTICIPATORY COMMENTS	DECISIONAL HYPOTHESES
Part-time teacher employment	- I have taught on a part-time basis for some time and would encourage this for others.	- Takes a personal interest in teachers.
Selection of principal and vice-principals	- She sides with the board's positions and insists on factual and necessary criteria for selection from officials. She wants to include teaching experience and background.	- Wants to make a decision on basis of complete and relevant information. Looking for a rational decision.
Draft report on multiculturalism	- Counters David Sharf vigorously for his criticism of the vagueness of this report. She requests a readable and concise summary of this report to go to the community.	- A strong community concern and recognizes a need for good communication.
Hiring a supervisory officer	- I want to know more about the candidate's vitae. I want to know the candidate's time commitment and what he has done in community work earlier.	- Wants adequate information, wants a rational decision and stresses a community awareness.

FIGURE 18: This figure illustrates the comments made by trustee Rogers during debate on board issues and the decision making hypotheses drawn from them.

These identified decisional determinants have been recorded in rank order in Figure 19. The twelve cited here are regarded as the basic criteria by which this trustee arrived at decisions on issues dealt with by this board.

The determinants listed in the first three positions are regarded as primary decisional criterion for Rogers and will be described in greater detail later.

DECISIONAL DETERMINANT	FREQUENCY OF REFERENCE
1. The opinions, positions and influence of board officials.	14
2. Seeking clarification of information and determining its adequacy and accuracy.	12
3. The process of board decision making.	11
4. Implications of issues on teachers and their involvement in decisions on these.	9
5. Public and school and community awareness and their participation in board decisions.	8
6. Influence of other trustees.	7
7. Participation of trustees in decisions made by the board.	5
8. Cost of issues.	5
9. Concern about trustees being in control of the educational system.	2
10. Philosophical, theoretical and ideological positions.	2
11. Concern for a qualitative decision.	2
12. Expressed need for more discussion and debate.	2

FIGURE 19: Decisional determinants identified in the forty-five participatory comments made by trustee Sylvia Rogers during debate of thirty-three board issues and from the telephone call-backs made to this same trustee during this data collection period.

The decisional determinants listed in the preceding table are not to be regarded as discreet or independent. They are not. By way of illustration determinants numbered 6 and 7, which refer to the influence of other trustees on Rogers and her

concern for the participation of trustees in decisions made, may well refer to the same decisional criterion employed by this trustee at various times. Added to this interrelatedness might be determinant 9, a concern about trustees being in control.

However, the data revealed trustee Rogers to make specific reference to the determinants as listed and despite a high degree of overlap and relatedness among them, some could be regarded as more influential or more cognitively operative than others, as Rogers made decisions on this board. The most dominant determinants are discussed independently in the section following.

#### 1. The Opinions, Positions and Influence of Board Officials

At this stage of Rogers' career as a trustee, this determinant was certainly evident in the data collected. It should however be noted that the determinant ranked second by Rogers, namely seeking clarification of information and determining its adequacy and accuracy, is closely linked to the first one. Rogers, in seeking for more information, usually asked the supervisory officers. Consequently, it became apparent that the opinions, positions and influence of board officials had a great impact on this trustee during decision making processes.

To substantiate this hypothesis several issues are referred to here along with Rogers' questions and comments.



In considering the issue of what a 'Core School Curriculum' was to contain, this trustee specifically asked the officials, "What the sufficient enrolment numbers for a class would be?"<sup>355</sup>

Her response to the issue of selecting principals and vice-principals was to insist upon factual and necessary criterion for such selection from the officials.<sup>356</sup> While deciding on

a new supervisory officer, Rogers explicitly stated her perception of the officials' position and her orientation toward them,

"What time commitment can the candidates make? We make great demands on our officials."<sup>357</sup> Later, on this same issue she

said, "Let's listen more closely to the officials. If the candidate does not work out well, we can evaluate again in one year."<sup>358</sup> When the selection process slowed down and the

board found it difficult to make a decision Rogers offered,

"I wanted to support the officials for they are willing to work with the new man."<sup>359</sup> When she was finally able to decide

she said, "I tried to support the officials in their choice of James Stann. I was for the officials at first, but this wouldn't work so I switched."<sup>360</sup>

From the preceding discussion, there is little doubt that the officials of this board exerted extensive influence

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<sup>355</sup>Field Notes, Board Meeting, February 14, 1977.

<sup>356</sup>Ibid., February 28, 1977.

<sup>357</sup>Field Notes, Special Issue Caucus, April 18, 1977.

<sup>358</sup>Ibid., Caucus, April 27, 1977.

<sup>359</sup>Field Notes, Telephone Call-Back, April 22, 1977.

<sup>360</sup>Ibid., May 6, 1977.

on the decision making behavior of trustee Rogers. However, as is indicated in quotation(356) preceding, the officials' position was not the final criterion. In fact trustee Rogers appeared to display another decisional inconsistency as was evidenced earlier in her decision making process of hiring a new supervisory officer. This inconsistency became apparent when her actual comments during debate and telephone call-backs were compared with data received through a personal interview. When asked specifically to describe the leadership skills evident in board officials as they worked in their professional capacity, she had this to say:

"Their leadership is questionable. Some carry a much greater work load than others. I question their primary leadership capacity. Much initiative is directed toward them from the trustees. They should be on top of things more than they are at times. They are very knowledgeable, but at times withhold some information. I don't really see them as leaders except one, the superintendent of means."\*361

Because of this disparity in the data, it may be hypothesized that trustee Rogers recognized the officials as a primary source of needed information but not necessarily as persons whose positions required her support. And yet, until she felt confident of the position they held, she was most reluctant to vote otherwise.

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Interview, March 7, 1977, p. 4.

\*A fictitious category has been used here for the purpose of anonymity.

The dilemma evidenced in observing this conflicting data revealed the uncertainty of choice so evident in this new trustee. She often expressed a wish for a decision of quality and to arrive at such a decision, she needed adequate information. To acquire this information she would ask the officials. Through this form of syllogistic reasoning it again became evident that the officials of this board exerted a primary influence on this trustee's decisional processes and may thereby be regarded as a primary decisional determinant for trustee Rogers.

2. Seeking Clarification of Information and Determining Its Adequacy and Accuracy

This decisional determinant appeared often as a question asked by this trustee of the board officials. It has already been conjectured that this type of questioning was prompted largely by her novice status as a trustee. It is also being hypothesized that Rogers' concern for a decision of quality, a decisional determinant ranked in the eleventh position, is also related to her questioning for information.

This decisional determinant was readily detected in the first few meetings that Rogers attended. In February of 1977, just one month after officially assuming the responsibility as trustee, she usually and frequently asked questions of clarification on most budgetary issues.<sup>362</sup> It was obvious

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Field Notes, Board Meeting, February 12, 1977.

to this researcher that she expected clear information from the officials and also appeared genuinely supportive of them.<sup>363</sup> This latter observation, in fact, lent more support to the first determinant discussed in this section which referred to the influence of the officials on trustee Rogers. During this same meeting she again asked the officials for more information on a curricular issue being dealt with. In this discussion she referred to a wish to make a decision on a rational basis based on adequate information.<sup>364</sup>

At the next meeting, February 24, 1977, Rogers asked for further information from the board's legal counsel regarding the matter of salary negotiations.<sup>365</sup> This meeting evidenced Rogers' eagerness to learn the various processes of board procedures and to do so, she would ask for information.

On February 28, 1977, she again indicated her wish to make a decision on the issue of selecting principals and vice-principals, but that she could decide only on complete and relevant information.<sup>366</sup>

In May, after five months of debating and voting, Rogers still frequently asked for more and clearer information. At this particular meeting the annual budget was to be approved. Rogers wanted only clarification of the information presented.

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<sup>363</sup> Ibid.

<sup>364</sup> Ibid.

<sup>365</sup> Ibid., February 24, 1977

<sup>366</sup> Field Notes, Board Meeting, February 28, 1977.

She again indicated that she,"..wanted to know more, and needed information,"<sup>367</sup> on which to decide.

During the special issue of hiring a supervisory officer, trustee Rogers requested more information specifically on four occasions in three private meetings.<sup>368</sup> These included a close scrutiny of all references of the candidates, a desire to determine the candidates' attitudes, a wish to know more about actual and potential candidates from within the system, and a request for an interview with a candidate that had not been granted one. Her response to this candidate supports her need for information, "I don't feel good about hiring Athol Davis. I don't like waiting," but if we had interviewed him I would know."<sup>369</sup>

For trustee Rogers, complete, adequate and accurate information was an essential ingredient of her decision making process. This decisional determinant appeared amplified during the data collection period because of her status as a novice trustee, eager to learn. This determinant also appeared inextricably linked to the influence of the board's supervisory officers on the decisions made by this trustee, for it was they who most frequently provided information to her satisfaction. They in turn also frequently received her support, a phenomenon which tended to validate the relatedness and applicability of

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<sup>367</sup> Field Notes, Board Meeting, May 16, 1977.

<sup>368</sup> Field Notes, Special Issue, April 18-25, 27, 1977.

<sup>369</sup> Ibid., Caucus Meeting, April 27, 1977.

the determinants ranked 1 and 2 for trustee Rogers. This hypothesized phenomenon found convincing expression in the board's dispatch of a non-tenure teacher issue. Rogers' personal comment was, "I am comfortable with the assessment of this teacher provided by Bill Earl (supervisory officer). This information was helpful in this situation and the board's decision was good."<sup>370</sup> The same held true for the selection of principals and vice-principals. Rogers said of her decision, "I supported the selection committee and trusted their judgment. We can't constantly overrule our officials."<sup>371</sup>

### 3: The Process of Board Decision Making

Sylvia Rogers was the trustee that most frequently asked for further information on issues before deciding how to vote. It has been hypothesized that this was, in large part, due to her new status as a trustee. However, it may also be hypothesized from the data collected, that as a new trustee coming onto this board, Rogers already possessed some perceptions of group decision making processes and sought to identify them in the board's deliberations of issues. In this manner this process oriented decisional determinant appeared to be rather closely linked with the determinant of information clarification.

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<sup>370</sup> Field Notes, Telephone Call-Back, May 10, 1977.

<sup>371</sup> Ibid.

It might further be stated that one of her primary objectives in running for office was "... to be involved in policy development and its implementation."<sup>372</sup> Because of an interest such as this, it appears that a logistic sequential interest would be to view critically any identifiable manner of board decision making. This in fact is what the data suggested she did, even though evidence of this was also frequently noticed in her requests for further information. By way of example, she agreed to have a delicate matter of French Immersion dealt with by the board while a public delegation supporting this issue was present in the gallery. But before proceeding she specifically said, "... how do we deal with this issue?"<sup>373</sup> Before allowing for discussion of this issue, (she chaired this section and consequently exercised control on discussions) she specifically called on supervisory officers Frederick Thompson and Bob Stang to speak to this issue on procedure.<sup>374</sup> It was apparent in this case that Rogers would not allow, as much as she was able to, a decision to be arrived at without full attention to the actual process of reaching this decision.

The data collected on the hiring of a supervisory officer convincingly revealed Rogers' concern over process. Confirmation of her evident concern for the operative deci-

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<sup>372</sup>Field Notes, Interview, March 7, 1977, p. 6.

<sup>373</sup>Field Notes, Board Meeting, February 12, 1977.

<sup>374</sup>Ibid.

sional process in this issue may be chronicled in the following manner. In the first private session she was puzzled about the processes being employed and asked, "I want to know why candidate John Scott was not on the short list?"<sup>375</sup> This statement not only identified her request for more information, but it also depicted her questioning the initial screening process of candidates who applied for this position. Her previous statement was followed by another question, "Why can't we decide on the second one tonight?"<sup>376</sup> Here, it is obvious that the inferred criticism of her first statement was not particularly serious and that she was now prepared to initiate process to complete the decision.

Further substantiation of an operative process variable was gained at the second private session held on the hiring issue. In this meeting her physical exhaustion by 2:30 a.m. was so apparent that it may be inferred that almost any process of deciding would have been welcome. Contrary to her earlier assessments of the candidate, she switched in favor of the one preferred by the officials for an earlier decision.<sup>377</sup>

In the third caucus meeting she insisted the process be such that a decision be arrived at during this meeting. she said, "I don't feel the decision can be delayed ... I

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<sup>375</sup> Field Notes, Special Issue, April 18, 1977.

<sup>376</sup> Ibid.

<sup>377</sup> Ibid., Caucus, April 25, 1977.



want a ballot now."<sup>378</sup> This latter statement served as ample evidence that trustee Rogers had arrived at a decision to cast a final vote for a candidate at this meeting. The dominant concern in her mind appeared to be the matter of time at this point. When another trustee suggested a further delay she vigorously resisted, even to the point of assuming responsibility for a bad decision. Without doubt she was going to decide at this meeting.<sup>379</sup> And she did. This third caucus meeting revealed conclusively that the process by which decisions were made by this board were of great concern to trustee Rogers.

It became apparent to this researcher that when Rogers had reached the point of knowing what the position of her board officials were, and was satisfied with the adequacy and accuracy of the information, a decision could be arrived at. When this did not happen at a rate she perceived possible, much of her energy and influence was directed to the actual process of getting her board to decide. In the case of hiring a supervisory officer it was trustee Rogers who elaborated on and promoted the process variables of a ballot call. She also insisted on an immediate decision and displayed an extreme vulnerability to criticism by openly acknowledging a change of mind at the last minute, as well as declaring the willingness to accept personal responsibilities for the

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<sup>378</sup> Field Notes, Caucus, April 27, 1977

<sup>379</sup> Ibid.

quality of the decision made.<sup>390</sup> It may be inferred that the primary process variable at this stage was decisional expediency. However, her concern for a decisional process may not be interpreted as a concern for due process in terms of democratic school governance and participatory decision making. Efficiency, at times, became a primary decisional variable.

The data suggest that trustee Rogers was most concerned with becoming familiar with already established processes employed by this board and where possible, expedite more efficient decision making procedures.

#### Summary

Trustee Sylvia Rogers was a newly elected and vocally active member of this board. She appeared as a hardworking wife and a mother of very young children and could still find time to spend twenty to thirty hours per week on board related work.

She decided to enter this field of public service because of an intense interest in improving education, and expressed a confidence to do this. In her opinion at least three members of the current board were not particularly interested in education; a perception which added significance to her position on this board.

Her voting behavior revealed a pattern consistent with the majority on 97.5 percent of the votes cast. She

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<sup>380</sup> Ibid.

never assumed a minority stance without the support of at least two other trustees and then only on two issues. It has been hypothesized that her novice status as a trustee compelled her to frequently seek board consensus prior to a vote. However, the data also revealed her to perceive issues more coincidentally with the less individualistic and less independent trustees that comprised the majority of this board.

A further hypothesis of Rogers' decision making behavior illustrates that she found some decisions extremely hard to make and that a change of her decisional positions could readily occur several times on a single issue before she would cast a final vote.

The three decisional determinants identified as most dominantly operative in this trustee's cognitive appraisal of issues prior to an actual decision include: an active interest in knowing the opinions and positions of appointed board officials on issues considered; an expressed need for adequate and accurate information; and an obvious concern over the process whereby decisions were arrived at by this board.

9. TRUSTEE IRENE PETERS

Demographic Description

Mrs. Irene Peters presented a demographic contrast to the other trustees on this board. She was in her late forties, had no formal training beyond high schools and had served as a trustee on this board for two years. In fact, two years was the total time she had spent as a trustee. She classified her cultural or ethnic identity as English. She lived in a community in which approximately forty percent of the population was Italian, twenty percent Portuguese, twenty percent Anglo-Saxon, ten percent Greek; and the remaining ten percent identified as Spanish and West Indian.

Peters served as a volunteer journalist in addition to her board related work. She estimated that twenty-five hours per week were spent on board activities per week and that it had taken her eight to ten months to become familiar with this board.

According to this trustee her community was not at all united in its educational expectations. She suggested that the Italian sector wanted its children to become 'Canadians with English schooling. They were also very strict at home. The Greek population was similar to the Italians in expectations, but in addition to this they wanted their children to learn Greek in their own private schools. It was Peters' perception that in terms of school discipline all ethnic groups favored use of the strap except the West Indians. In fact, according to her, "It is these parents that are causing more problems in

school than their children; there are many single mothers here with their children at home...."<sup>381</sup> This perceived problem was of much concern to this trustee.

Peters also described her community as, "...strictly a working man's community,"<sup>382</sup> that participated actively in provincial and federal politics. It was of interest to Peters to report that in terms of her community's activity in school system affairs, over 100 persons appeared at a meeting to discuss the issue of school discipline; but for a public meeting on 'Multiculturalism' no one showed and the meeting was cancelled.

On the surface it appeared as though trustee Peters was in close touch with her community, a community that voiced little concern over education. She indicated she had never been contacted by an interest or pressure group from her community and that no delegation from her area had appeared at board meetings in the past half year. In discussing the nature of her school community population with her, Peters confidently said, "They trust me and can share their problems with me. This community is quite content and very seldom has any complaint."<sup>383</sup> Her perceptions of her community may have been quite accurate for she was again successful in her last election and easily defeated two opponents. However, it may also be conjectured that careful political planning went into this election and the

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<sup>381</sup> Interview Notes, April 7, 1977. p. 2.

<sup>382</sup> Ibid., p. 3.

<sup>383</sup> Ibid.

perceived contentment of her community and her election win spoke loudly of cleverly implemented political processes. Support of this latter observation is found in her ready acknowledgement that she, "... thinks differently than other trustees. She comes from a political family that has been very active in party politics and with some of them sitting on this board for ten years."<sup>384</sup> Conclusively, for Peters being a board member had many political implications.

She expressed satisfaction in serving as a trustee and perceived herself to have somewhat, but not too much influence in the decision making processes of this board.

#### Why a Trustee

Trustee Irene Peters was a trustee because of her potential aspirations. She attested, "It is obvious I am a trustee because of my political family background. I wanted to run because others encouraged me to and my father asked me to start on the board and then move on to the council."<sup>385</sup>

Peters also expressed a concern for education because of her children, "I want the best education for them."<sup>386</sup> It was also apparent that she wished to sit in a position of greater control on educational spending for she stated, "I feel constraints are good because in some areas education has gone overboard."<sup>387</sup>

<sup>384</sup> Interview, April 7, 1977, p. 2.

<sup>385</sup> Ibid., p. 6.

<sup>386</sup> Ibid.

<sup>387</sup> Ibid.

The data depicts trustee Peters rarely taking part in board debate and voting solidly in the majority block. She clearly saw her position as being a delegate for her constituency and voted on its behalf:

"I voted against the issue on the basis of what my public wanted. Other trustees said they were thinking for the public but voting for themselves. To me, if you represent the community you have to abide by what they want and not go on your own entirely. For trustees not to think about their community's wishes is ridiculous."388

Whether or not she accurately voted for her constituency must remain conjecture until further research into community aspirations for public education is conducted. It may be concluded though, that Peters did at least, vote for and according to a segment of her voting constituency.

It must however, be added that trustee Peters was a trustee of very few words and rarely participated in active debate. The only trustee to speak up even less than her was trustee Wilson. Trustee Peters participated orally in board discussion on only four occasions of the thirty-three highly debated issues considered in this study. Consequently, data other than her verbal participation had to be used to determine the decisional determinants actively operative in her decision making processes. In the case of this trustee, data obtained through the interview, informal discussion, telephone call-backs, her voting behavior and perceptions of other trustees became the basis upon which decision making hypotheses were drawn.

### Voting Behavior

Trustee Peters stated earlier that she voted as a delegate for her community. Instead of this, an observation of her voting behavior pictured her as a trustee voting very much with the majority of her board, 94.7 percent of the time (TABLES TWO to SEVEN, pp. 62-65). In fact, TABLE TWO, page 62, depicts her as the trustee that voted most consistently against advantages for teachers on issues that contained this teacher element, and also reveals her as a trustee that essentially possessed 'the majority' perception of teacher related issues. In keeping with this majority notion, two other trustees, Lane and Wilson, voted much like her.

Uniqueness in her voting behavior was found in her high percentage majority vote, her consistent position against any type of perceived advantage for teachers, and a minority stance on non-controversial issues except for the hiring of a supervisory officer.

It is also significant to mention that she never cast a minority vote alone. Of the four minority votes cast, issue 29, the granting of leave for a teacher to travel to a conference, had only trustee Hanson voting with Peters, TABLE TWO, page 62. On all other minority votes, no less than three other trustees voted with her. The data does not depict her as a highly independent voter, delegate or not.



TABLE EIGHT 'I'

TRUSTEE CLUSTERED VOTING PATTERN ON TEACHER RELATED ISSUES

TRUSTEES	ISSUES																
	73	93	78	60	53	26	97	77	75	34	92	94	96	99	39	74	100
Peters	+	+	+	+	+	+	+	+	+	+	+	+	-	+	-	-	-
Lane	+	+	+	+	+	+	+	+	+	+	+	-	-	-	+	-	-
Wilson	+	+	+	+	+	+	+	+	+	+	+	+	-	-	-	-	-
Cairns	+	+	+	-	-	+	+	+	+	+	+	+	+	-	-	-	-
Rogers	+	+	+	+	+	+	+	+	+	-	+	+	-	-	-	-	-
Hanson	+	+	+	-	-	+	+	+	+	+	+	-	-	+	-	-	-
Graham	-	+	+	+	+	-	-	-	-	-	+	+	+	-	+	+	+
Dawson	+	+	+	+	+	+	+	+	-	-	-	-	-	-	-	-	-
Pira	+	+	+	+	+	+	+	-	-	+	-	-	-	-	-	-	-
Sharf	+	-	-	+	+	-	-	+	-	-	-	-	+	-	-	+	+

+ = votes for  
- = votes against

Trustee voting was recorded in this table of teacher related issues on the basis of a direct clustering method.

A voting relationship between trustee Peters and three other trustees is evident from data in TABLE EIGHT 'I'. Conclusively, trustees Wilson, Lane and Rogers voted similarly on teacher related issues. Of particular interest is the fact that both Wilson and Rogers differed with Peters on only two of seventeen issues. Lane differed with Peters on issue number 29, mentioned earlier. This variation suggested that Peters voted independently of these three in this case, and in fact voted in a minority position on this issue with only the chairman of the board providing a supporting vote. It is hypothesized that because of her distinctive political orientation toward her role as a trustee, Peters would deliberately vote differently from the usually closely knit voting group of four, Peters, Wilson, Lane and Rogers for political purposes only. It is further

conjectured that to be found voting alike on too many issues would decrease her influence on other issues as well as her credibility as an independent decision maker. Issue 29, completely non-controversial, might readily be regarded as an issue for which such voting positioning could occur.

Further to this, the political organization of Peters' suggested a ready responsiveness on her part to opportunities for political advancement. To be perceived as a trustee voting in the majority would leave a public impression of not being able to resist group pressure. In education, such an image would not be well received by the electorate, for public education and political pressures apparently go hand in hand. Also, a close identification with trustees of novice status would possess no particular advantages in personal or board influence. It was also characteristic of Peters to genuinely resist perceived teacher benefits.

The close voting relationship between Peters and Wilson has already been dealt with in the analysis of the latter's voting behavior and through Peters' acknowledgement of her frequent discussions with young Wilson to and from board meetings. It might further be mentioned that trustees Lane and Peters enjoyed meeting socially as was evidenced in Lane's descriptive analysis earlier. Close scrutiny of trustee Peters' voting behavior merely endorsed the earlier hypothesis of a close voting similarity between these two and a deliberate attempt to vote as the majority of the board would vote.

The only highly contentious issue in which trustee Peters assumed a minority stance was the hiring of a second supervisory officer. It is of interest to note, in this issue, that she did not alter her position throughout the grueling debate and persisted in supporting the officials' position in spite of the fact that she knew, prior to her final vote, that trustee Rogers had changed her mind. The altering of a position of a trustee that frequently voted with her was, in essence, a substantial test of Peters' voting independence. An independence which she displayed overtly. Her paramount influence over Wilson remained intact as he, along with Lane and Sharf completed the defeated vote along with trustee Peters.

#### Special Issue

This issue appeared to assume much importance for trustee Peters. She attended all meetings, listened attentively and provided evaluative comments of the supervisory officer candidates at the April 18th; and April 25th; private board sessions. In these cases she spoke only when an evaluation of the candidates was asked for from her by the chairman. These brief comments did however, provide a clue to her personal criterion of personnel selection. Her comments included perceptions such as, "... he is good and humble, ... he comes across too strong, ... doesn't comes across well, ... he's very radical, I don't trust him, ... he looks better this week than last

week."<sup>389</sup> From these comments it was concluded that Peters preferred a candidate with a pleasant personality, one who could communicate well, and one who was not overly aggressive or assertive. It was this researcher's impression that she wanted an individual who would not challenge excessively, but tread lightly as he worked his way into his job description. She also wished the candidate would work well with the officials. This point was provided by trustee Wilson in a brief conversation prior to the final meeting. He indicated he had spoken to Peters enroute to the board meeting and she had reminded him that, "...remember, he must be able to work with our officials and they with him."<sup>390</sup> This comment served as an influence on Wilson to vote for the officials' choice and revealed a decisional criterion of hers.

It was a telephone call-back that clearly surfaced what Peters was looking for in this new person to be hired, for now it became evident that the candidate in whom she could identify these characteristics would receive her vote. She said:

"I want someone completely new. I'm looking for someone who can sell the education system to the general public and be aware of multicultural issues even though I am not in favor of it completely."<sup>391</sup>

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389. Field Notes, Special Issue, Private session, April 18 and 25, 1977.

390. Field Notes, Special Issue, Caucus, April 27, 1977.

391. Ibid., Caucus session, April 25, 1977.

This quotation along with her previous emphasis on the need to work well with the officials supports the hypothesis of her desire to choose a person readily acceptable by the public, board officials and the board alike.

A further telephone conversation with this trustee substantiated the strong emphasis she placed on the position put forward by the officials in favor of candidate James Stann.<sup>392</sup> However more will be said of this in the descriptive discussion of her decisional determinants.

In summary, trustee Peters voted for candidate James Stann because he most closely matched her decisional criterion. Namely, a low-key personality, cautious and reserved, and one whom the senior officials recommended. She voted in support of the officials' position and it is being conjectured here, for the person who would be most readily accepted in her electoral community. Ken Deeks was certainly too radical for this.

#### Decision Making Determinants

As was mentioned earlier, trustee Peters was not a highly vocal trustee on this board. However, her genuine cooperation in personal conversations, telephone calls, and an extensive interview did permit the generating of decision making determinant hypotheses.

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392. Telephone Call-Back, May 6, 1977.

For purposes of illustration a sample of her comments on board issues is being included here in spite of their brevity. These statements were not obtained only at board sessions, however they related directly only to board agenda items and have been selected for their decisional content.

Issue	Participatory Comments	Decisional Hypotheses
Report on Multiculturalism	- My principal is opposed to this report. It doesn't reflect the community of our schools.	- Teachers exert an influence, especially one principal. - A community awareness.
Task Force on Language	- Several teachers and a principal called me. The report according to them is too vague. It needs more work.	- Again the teachers' influence through one principal.
Hiring a Supervisory Officer	- He's better in the interview this week than last, he's our man.	- A changing of a position to align with other influencing variables.

FIGURE 20: This figure illustrates comments made by trustee Irene Peters in the consideration of board issues on which decisions were required and the hypotheses drawn from them.

Trustee Peters' identified decisional determinants have been recorded in the following table. The first two appearing in this list are being regarded as primary determinants for this trustee, for the data revealed her to make the most extensive and intensive reference to these.

Decisional Determinants	Frequency of Reference
1. The opinions, position and influence of board officials.	10
2. An awareness of the political aspects of a trustee's position and issue considered.	8
3. The influence of other trustees.	7
4. Consideration of the community and public.	5
5. Consideration of teachers' opinion and impact of issue on them.	3
6. Seeking clarification of information and determining its adequacy and accuracy.	2
7. Adequacy of discussion and debate.	2

FIGURE 21: Decisional determinants identified as operative in the decision making process of trustee Irene Peters.

An overlapping of these decisional determinants must be assumed. None of them exist as discreet and independent variables. For example, determinant number 2, an awareness of the political aspects of a trustee's position and issues considered, may readily be considered within the context of determinant number 4, consideration of the community and public. However, in the case of trustee Peters, more frequent and direct reference was made specifically to political perceptions of issues. Consequently this determinant may be regarded as one more consciously referred to by Peters in the cognitive assessment of issues on which decisions were required.

A descriptive analysis for this trustee will be provided for only the first two determinants listed in Figure 21. The primary reason for selecting two only was found in the absence of participatory data for Peters. However, the data procured via., means described earlier, clearly indicated these two determinants as dominant decisional variables as trustee Peters made decisions.

1. The Opinions, Positions and Influence of Board Officials

Trustee Peters displayed great confidence and trust in the officials of her board. This was evidenced in the respect she accorded them at board meetings and her assessment of them during the interview. Peters readily offered that the officials were held in high regard by the board, the public, and the teachers in the system.<sup>393</sup> In addition to this perception she stated, "For personal advice I would go to the senior officials."<sup>394</sup> She further agreed that their salaries were fair and that they displayed a high motivation for serving the community through education. According to her, all the officials were knowledgeable and provided adequate information, "They were never stuck for an answer, and usually a reasonable one."<sup>395</sup> Peters however, did not vote blindly for the officials' position, and on occasion indicated that some of them were, "... not so high on initiative

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393. Interview Notes, April 7, 1977, p. 4.

394. Ibid.

395. Ibid.



and followed directions to her disapproval. Also, the board sometimes, 'gives them too much to do.'<sup>396</sup>

It was the issue of hiring a supervisory officer that most clearly revealed the dominance of this decisional determinant, although not without some conjecture. In a call-back to Peters on April 25, she stated;

"I wasn't happy with the other four candidates. I wanted more information and the officials' opinions didn't cut any ice with us (the board). The officials are desperate for help and we don't want second best."<sup>397</sup>

She also indicated that even the senior supervisory officer Thomson had spoken to trustees Lane, Rogers and herself after the meeting.<sup>398</sup> Her acute awareness of the officials in this circumstance substantiated the earlier claim of their dominant influence on her.

This influence again became apparent on a further call-back on May 6. The decision had now been made. Peters said she voted for candidate James Stann, because he would work well with the officials. He's not radical, but controllable. Remember we must vote for people who will work with the officials for we may be gone in two years and they stay on much longer.<sup>399</sup>

Conclusively trustee Peters had cast her final vote

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396. Ibid.

397. Field Notes, Telephone call-back., April 25, 1977.

398. Ibid.

399. Ibid., May 6, 1977.

in favor of the officials' position even though an earlier statement of hers suggested that their opinions did not cut any ice.

Similar decisional patterns of Peters were evidenced in the data to occur for the issues of an accounting procedure, the sending of personnel to a conference, decisions on budget, her personal influence on novice Wilson, and in countering potential advantages for teachers in many teacher related issues.

2. An Awareness Of The Political Aspects Of A Trustee's Position And Issues Considered

"I had three running against me and I more than doubled the votes of the candidate closest to me."<sup>400</sup> These were the words of trustee Peters describing her win at the polls. She also added, "The woman I ran against was a communist and ran on this ticket."<sup>401</sup>

Next to a conscious and deliberate sensitivity to the positions of the board officials on issues, existed an acute perception of the political ramifications of her position as an elected member of a board. To further endorse this inference, Peters commented on the loss of a seat by a fellow trustee who was defeated by a candidate who had previously sat on this board, namely Sharf. With a political awareness she commented, "He carries an equal weight to the previous trustee but is not liked on the board. Also, he doesn't represent his area - he's just

400. Interview, April 7, 1977, p. 3.

401. Ibid.

here for what he can get out of it."<sup>402</sup> Peters mistrusted Sharf's motives and readily suggested her desire to call for an investigation into the affairs of the board if some of her suspicions of this new trustee could be substantiated. This observation is being employed here for it was said in the context of a similar investigation that had been launched in a municipal council which Peters had been closely attached to, and a conflict of interest had been disclosed. This observation also served as further substantiation of the ready political comparison that this trustee made.

Her political orientation was also evidenced in some of her other responses. In the issue of the draft report on multiculturalism she expressed noticeable opposition to it, for according to her perception of the ethnic climate of her constituency, problems of multicultural origin did not exist there.<sup>403</sup> Of course other trustees disagreed vigorously, but it was her reference to a perception of a constituency climate that added significance to the argument.

On issues of particular difficulty, trustee Peters indicated she liked to talk to neighbours of hers about them. But she especially preferred to talk to, "... experienced politicians in the area. I like to get their feelings on things."<sup>404</sup>

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402. Ibid.

403. Field Notes, Board Meeting, January 13, 1977.

404. Interview, op. cit., p.11.

When asked to comment on the informal communication that took place among trustees of the board she adamantly said she, "...never called another trustee if she didn't have to."<sup>405</sup> In fact it was her opinion that, "School board affairs should be talked about at the board table - not via... back room politics."<sup>406</sup> Again, the political reference is clear although oblique. Trustee Peters may have acknowledged her position of not calling other trustees about board issues, but the data clearly showed that many 'back room politics', events appeared to occur in her deliberate presence.

Because of trustee Peters' evident awareness of the political dimensions of her position, it is being hypothesized that this same awareness served as a highly significant decisional variable as she appraised issues prior to casting her vote.

#### Summary

Trustee Irene Peters was, what might be termed, a low profile trustee. She seldom spoke up at board meetings and did not appear in many board committees. She expressed satisfaction at serving as a trustee, but expressed her present position on the board as a prelude to a greater political future.

Trustee Peters was not active in a telephone network of informal communications among trustees of this board but

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405. Ibid.

406. Ibid., p. 12.

exerted deliberate and extensive influence on fellow trustees in other ways. Trustee Wilson existed as the most apparent object of her influence.

She believed her role as a trustee to be one in which she carried forward the peoples' expectations of the educational system in a manner in which she could be honest and trustworthy with her constituents and board.<sup>407</sup>

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407. Ibid., p. 13.

Trustee Beverly HansonDemographic

Beverly Hanson was a trustee who had served this board for two years. These two years also represented her total experience as an elected member of a board. She was in her early forties, married and had one of her children, a senior high school student, attending the school system under the jurisdiction of this board. She is a graduate of an eminent university, and of Jewish ethnic background. In her opinion she required about one month of board orientation to become comfortably acquainted with board governance procedures.

Hanson was an extremely active trustee who spent between thirty to forty hours per week on board related work. She possessed much confidence in her position and contributions to this board and perceived herself as exerting extensive influence on the decisions made by this same board.

She rated herself as very satisfied serving in this capacity. By serving in this manner she could exert the educational leadership she felt she was capable of, as well as implement educational practise she perceived long overdue.

The community that elected her is largely represented by Italian, West Indian, and Anglo Saxon Canadians. It was Hanson's opinion that her school community was quite united on educational expectations. Most wanted a good education which would facilitate future academic and professional opportunities

for their students. One notable exception was that of the West Indian population. They preferred that stronger discipline be evident in the schools than did the other ethnic groups.

Her community did not participate actively in school system or political affairs and only two delegations from it had appeared before this board in the past half year. In spite of this apparent lack of active participation by her community, trustee Hanson perceived the school-community relations in her district to be noticeably supportive.

Trustee Beverly Hanson was truly an active and articulate member of this board. She attended all meetings, served on numerous committees and participated verbally more than 113 times during discussion on the thirty-three vigorously debated board issues considered during the time of this study.

#### Why A Trustee

Hanson readily provided well thought answers to the question of, 'why are you a trustee?' Her main attention centered on areas of educational leadership. It was her intention to participate in the leadership domain of community life in her constituency. She also expressed a concern about the influx of immigrants to the urban environment and wanted to ensure fair educational treatment for all of them.

She was dissatisfied with the calibre of municipal policies evident to her in this urban area and hoped to improve the functions of the school board of which she was now a member.

As far as she was concerned, becoming a trustee now meant joining a segment of school and municipal governance that was always changing. It was her candid perception that trustees were now much more involved in the operations of schools, gaining greatly in expertise; and professionalism among them was on the rise.<sup>408</sup> This was noticeably evident in trustees spending more time on the job, having more contact with board officials, negotiations, and school management. For Beverly Hanson trustees are, "now specifically involved in administrative decision making,"<sup>409</sup> and that, it may be inferred, is why she was now a trustee. Her own concluding statement endorsed this hypothesis:

"I am obviously in a position of exerting leadership on our board and influencing its decision making. I have effected significant change in only two years which is consistent with my goals for becoming a trustee. I have gained a sense of fulfillment personally." 410

#### Voting Behavior

Trustee Hanson proved to be a conscientious voter. She was not absent for any vote of the 100 issues voted on,

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408. Interview, April 28, 1977, p. 3.

409. Ibid.

410. Ibid., p.1.



nor did she ever abstain from voting (TABLE TWO to SEVEN, pp. 62-65).

A unique characteristic of her voting behavior was the fact that she cast six minority votes; but never without at least one other trustee voting with her. It is also somewhat unique to note that five of these six were negative votes. These negative votes suggested an ideological and independent opposite position on issues which the majority of the board were in favour of. However, all of the issues on which Hanson cast a minority vote were issues of relatively little consequence and low political conflict. It is also important to note that three of her five negative votes countered issues which provided some benefit or advantage to teachers. These issues were numbered 53, 60 and 94, pages 59-61. An inference drawn from this aspect of her voting uniqueness is that Hanson resisted the position and advantage of teachers more vigorously than did the majority of this board. She also displayed a noticeable degree of individuality and voting independence in assuming this hypothetical counter-teacher stance (TABLE TWO, page 62).

It appears of interest here that the only other trustee on this board that assumed an overt ideological position on issues was trustee Graham. Hanson however, existed as an ideological contrast to Graham. They both appeared to stand individualistically on ideological premises, but their ideologies conflicted markedly, especially in the area of teacher related issues.

Hanson's total voting pattern revealed a 92 percent majority vote, and a six percent minority vote. The two percent not accounted for were found in the two issues lost through tie votes.

TABLE EIGHT 'J'

TRUSTEE CLUSTERED VOTING PATTERN ON TEACHER RELATED ISSUES

TRUSTEES	ISSUES																
	73	93	78	60	53	26	97	77	75	34	92	94	96	99	39	74	100
Peters	+	+	+	+	+	+	+	+	+	+	+	+	-	+	-	-	-
Lane	+	+	+	+	+	+	+	+	+	+	+	-	-	-	+	-	-
Wilson	+	+	+	+	+	+	+	+	+	+	-	+	-	-	-	-	-
Cairns	+	+	+	-	-	+	+	+	+	+	+	+	+	-	-	-	-
Rogers	+	+	+	+	+	+	+	+	+	-	+	+	-	-	-	-	-
Hanson	+	+	+	-	-	+	+	+	+	+	+	-	-	+	-	-	-
Graham	-	+	+	+	+	-	-	-	-	-	+	+	+	-	+	+	+
Dawson	+	+	+	+	+	+	+	+	-	-	-	-	-	-	-	-	-
Pira	+	+	+	+	+	+	+	-	-	+	-	-	-	-	-	-	-
Sharf	+	-	-	+	+	-	-	+	-	-	-	-	+	-	-	+	+

+ = votes for  
 - = votes against

Trustee voting was recorded in this table of teacher related issues on the basis of a direct clustering method.

In terms of a voting relationship with other trustees, Hanson's vote is most like that of trustee Richard Cairns. To illustrate this conclusion, TABLE EIGHT 'J', revealed Cairns' and Hanson's votes to match on fourteen of the seventeen teacher related issues. They differed only on issues 94, 96 and 29. Respectively, these were issues of professional development days for teachers, a promotion process for elementary teachers, and the decision to defer a request by a teacher to attend a confer-

ence. In issue 29, Cairns saw more direct financial implications and resisted, but on the other two issues he portrayed a more lenient attitude toward teachers than did Hanson.

It is of interest and significance to report here that Cairns was the only trustee who opposed Hanson for the chairman's position of this board. He lost this contest by a wide margin. He apparently received only two of the ten possible votes. This proved to be a heavy psychological blow for Cairns, for it had been his perception on going into this chairman issue vote, that his opportunity for a majority was good.<sup>411</sup> His final reply on this unexpected turn of events was, "Some strange things happened, some lobbying had gone on ahead of time."<sup>412</sup> With this leadership contest over, it is hypothesized that Cairns needed the new chairman's support or at least favor, and frequently chose to support her vocally and with his votes. His coincident vote with Hanson's on all issues was 94 out of 100, or 94 percent. On one of the differing votes, issue 1, Cairns abstained and Hanson voted, which actually increased the coincident factor. His support of her found further support in that on issues 53 and 60, both relating to board communication and working relationships with teachers, Cairns was the only other trustee to support Hanson's minority stance (TABLE THREE, page 63).

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411. Interview, Richard Cairns, January 21, 1977, p. 7.

412. Ibid.

In terms of an overall voting pattern, trustee Hanson, although more independent and individualistic than most of the majority, was a consensus or majority voter herself. The only issues on which she would show a marked resistance to the majority were those relating to teachers and potential advantages to them. In such cases, she could count on trustee Cairns to support her.

These inferences do not imply that she voted lightly or with little thought. This was not at all true. However, the data suggested that she held a position on issues similar to those held by the majority of her board and only noticeably resisted this majority when the teacher component entered the board's decision making and governance processes.

#### Special Issue

The special issue of hiring supervisory officers was one of great importance to trustee Hanson. Her involvement in this process and expenditure of energy and diligence surpassed that of all the other trustees. But it was her sudden change of mind on the very last vote that set this issue apart from the others as uniquely revealing of a major decisional determinant of this trustee. For trustee Hanson, the processing of this issue almost became a saga.

The data revealed Hanson to be well aware and fully cognizant of potential difficulties when this process of selection first began. In essence, it appeared as though

she set the stage early for adaptation and possible ambivalence on her part in the final decision. Some of her comments at the first private board meeting for the above purpose manifested the planned, or at least perceived actual and potential uncertainty of her final choice. She began by saying, "I and the director agreed on the short list."<sup>413</sup> However, she also added, "Let's be reasonable in this decision, there is no shame in changing our minds."<sup>414</sup> By making these assertions early she clearly indicated her support and possible alignment with the administrative staff; but she also clearly warned all present that her present positions held were not necessarily her final positions. From this it appeared evident that she was waiting for more information or criterion upon which to base an imminent decision.

It was at this meeting where a senior administrative official vigorously scolded this board for not making a decision on the second appointment during the meeting. His words were directed and said in anger. Hanson's response revealed a strong desire on her part to appease the supervisory staff. Her placating statement served well to illustrate this inference; "I know we should decide on a second one tonight, but there was such a large gap between our first choice and the next one "... we still need guidelines."<sup>415</sup>

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413. Field Notes, Special Issue, April 18, 1977.

414. Ibid.

415. Ibid.

As the trustee in charge of chairing this meeting, Hanson also had the prerogative of calling certain persons to address the issue at hand. Her confidence in the officials was again evidenced when a specific job description for the new supervisory officer was called for from another senior staff member. The reason for calling for this description was found in this statement made by Hanson; "In this way, we will be more careful in who is selected for the position."<sup>416</sup>

It should also be noted here, that in spite of Hanson's rather apparent deference to the staff officials as sources of information and expertise in matters of this new appointment, her sensitivity toward the perceptions and opinions of other trustees was also noticeable. Most noticeable in this respect were her frequent glances toward trustee Graham during the ensuing debate, especially as she herself described her own prepared (written) criteria for selecting the most suitable candidate. Immediately following her description she called on trustee Graham to respond to her comments.<sup>413</sup> Graham did and thereby allowed for the hypothesis to be drawn that these two trustees were working together rather closely; however not quite certain as to how to relate to each other in the presence of the total board.

From the discussional dynamics of this first caucus meeting, it appeared as though Hanson was deliberately test-

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416. Ibid.

417. Ibid.

ing the 'lay of the land'. She was certain of who the officials wanted hired and she had declared herself willing to support them, but she was not yet sure of the opinion of the majority of the board and wasn't going to make her decision until this other variable became more evident. In terms of decisional determinants, the position of the other trustees certainly exerted an influence on Hanson and was already noticeable in the first meeting.

During the next caucus of April 25, Hanson had gained more information on the candidates. She had called an adjacent urban board. On the basis of this call she had been able to rule out one more candidate. This move on her part implied that she was not satisfied with the adequacy of the information appearing before them through vitae documentation and interviews, but rather placed trust in the observations and perceptions of trustees of another system. Consequently the voiced perceptions of other boards clearly became another determining factor in her decision.

The hypothesis expressed earlier about Hanson testing the 'lay of the land' was confirmed in her comment about this issue, "I noticed that all the officials were going for Stann, and the trustees are all going for Deeks."<sup>418</sup> By now the data suggested that Hanson knew where the board members of this private board session stood on the selection of candidates. The time was 2:20 a.m., the officials highly disgruntled and the trustees

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418. Interview Notes, April 28, 1977.

in an obvious state of fatigue. She chose not to decide, but was now prepared for the final decision at the next meeting. Her closing play of this very late meeting was to ask the senior supervisory officer to speak to the issue. He did and vigorously. He expressed in disgust that, "... the board is too idealistic."<sup>419</sup>

The last meeting for this issue revealed Hanson to be noticeably complimentary to various other trustees. She introduced the session by characteristically asking trustee Dawson to speak first and complimented Graham on her "... well expressed alternatives."<sup>420</sup> The primary alternative in this case was to re-open the competition and allow for a further consideration of some local candidates, as well as alter the status of some current staff appointments. Hanson wanted an agreeable decision. Not only had she spoken favorably of the two trustees just mentioned, she also deferred the potential evaluation of newly hired personnel to the officials by saying, "... the officials do this."<sup>421</sup> Then she asked them to comment. Her next comment of support was given to trustee Rogers. She supported her in her suggestion that this appointment be probationary for one year.

The decisional determinant most evident at this time was her desire for an amiable final decision. The data suggested that she now knew the position of the majority, had assured the officials of her support and acknowledged their valuable service regardless of the board's final choice. However, to be sure of

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<sup>419</sup>. Field Notes, Special Issue, April 25, 1977.

<sup>420</sup>. Ibid., April 27, 1977.

<sup>421</sup>. Ibid.



a satisfactory decision she appeared to introduce a totally new alternative, one not at all considered up to this time. Its rejection by the board appeared to satisfy her, and she was prepared to vote. She said, "I feel we can decide and the decision is as good as the board can make it."<sup>422</sup>

It is of significance to report here that of the four ballot votes cast Hanson voted for the choice of the officials on the first three. It is hypothesized here that their opinions and position existed as a dominant decisional influence on her choice. It is further inferred that when she perceived that one other trustee was going to switch her vote, and it was trustee Rogers who openly declared her intent, she switched also to an obvious majority and gave her final vote to Deeks. A remarkable contrast, a rational contradiction, but a political and decisional reality.

#### Decision Making Determinants

Trustee Hanson's dominant role in directing the affairs of this board provided much data from which to generate decision making hypotheses. Her vocal participation was extensive, the personal interview thorough and personal conversations frequent. She never hesitated to discuss the reasons for her many choices and at times offered analyses of her own cognitive appraisal of issues dealt with by the board.

The following recorded comments made by Hanson serve to illustrate the data used for generating decisional hypotheses about her:

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422. Ibid.

Issue	Participatory Comments	Decisional Hypothesis
French Immersion	- The French Immersion issue can be kept near the end of our agenda for our officials have items that need discussing also. (A public delegation is present)	- Sensitive to the officials, she wants to support them over the delegation. - Unconcerned about the response of the constituency.
Promotion policy of staff	- asks the senior official, "Can we as trustees vote on this too?" "Trustees are also professionals so their participation should not be challenged."	- Wants trustee participation in this decision, and wants to work amiably with the officials.
Staff attendance at conferences	- Speaks vigorously against a deferral of this issue for to her a deferral means no. She supports staff attending conferences primarily for increased knowledge and new energy. "Their return to the system is helpful," she stated.	- Supports staff again, particularly one whom she regards as her personal counsel in matters of education.

Figure 22: This figure illustrates the participatory comments made by trustee Beverly Hanson during debate on thirty-three board issues, and the decisions making hypothesis drawn from them.

The decisional determinants identified for trustee Hanson have been recorded in rank order of their frequency of use in active debate. These fourteen determinants are being regarded as the basic decisional criteria employed by this trustee during board discussion on issues and prior to casting a vote.

The first five listed are regarded as the primary determinants for Hanson because of the frequency of her reference to them during active debate.

Decisional Determinant	Frequency of Reference
1. Opinions, positions and influence of board appointed officials	19
2. Influence of outside agencies ie. other boards	15
3. The teacher variable in issues considered	13
4. Participation of trustees in the decision making process	13
5. The cost of an issue	13
6. Adequate, accurate and clarified information	11
7. Discussion and debate in arriving at a qualitative decision	11
8. Concerns of board control vs. teachers and others	8
9. Political awareness of her own position and of issues	8
10. Philosophical, theoretical and ideological positions on issues	8
11. The influence of other trustees	7
12. Consideration of the public and community (participation in decision making of the board)	6
13. Personal reasons for decisions	4
14. Concern for a more personal climate of issues	3

Figure 23 : Decisional determinants identified in the 113 participatory comments made by trustee Hanson during debate and discussion of 33 board issues during the time of this study.

It may be noted that the decisional determinants have been classified individually above. This however is not an indication of their existence as discreet and independent decisional variables

for this trustee. In fact, quite the opposite is hypothesized to be true. The variables overlap and in some cases relate closely to each other. In the case of this trustee, two appeared to exist in close relationship to variable nine, the political awareness of her own position and issues. The reason for this possible relationship between these variables may be found in the fact that this trustee also served as this board's primary representative to an adjacent central urban board. This central board was capable of much fiscal influence on her board. Consequently, whenever issues with apparent monetary implications appeared on the agenda, Hanson would readily consider the position and impact of the central board on them.

This relatedness between determinants number two and nine may also be extended to issue number five, the cost of an issue under consideration. In Hanson's case, political and fiscal variables rested near the surface of her conscious and verbal deliberation.

For the purpose of providing a description of the apparent primary decisional determinants of this trustee, an analytic description of the first five appearing in the list of fourteen have been provided.

1. The Opinions, Positions and Influences of Board Appointed Officials

Trustee Hanson always appeared intently cognizant of what the board officials said and how they felt about issues. Of all the decisional determinants identified for her, this

one appeared most dominant. Substantiation for this hypothesis was found in her participatory comments at board meetings, during casual and formal conversations, during the interview, and in comments made by other trustees.

One of the most obvious indications of her deliberate recognition of the board officials was her readiness to compliment them, even flatter them, on many occasions. Statements that illustrate this point are:

In the discussions of Core Curricula she warmly complimented the group of three officials who presented this report.

When the controller of plant operations gave a report on energy conservation, she moved that the board support his intent of energy conservation and made very complimentary comments about his report.

On the issue of staff attending conferences, a long speech was made by Hanson in support of staff attendance for the purposes of increased knowledge and energy upon their return. 423

It should be noted here that the personality of this trustee was such that compliments and warm greetings and exchanges were natural and common. Consequently, to suggest that such a response from her toward the officials of this board connotated anything but an interpersonal style of relating, required a deliberate focus on their inferential implications for Hanson's process of decision making. Then, and only after the assumption of the existence of such a position, did the observations of her complimentary comments acquire decisional significance. It is being hypothesized here, from the data, that Hanson

deliberately chose to be complimentary not only for the sake of the officials' approval, but also for the sake of promoting a congenial board and officials' decision making and school governance working relationship. However, there were times when this style of personally relating to the officials influenced their own position on an issue at hand and disposition toward the board.

In addition to her complimentary disposition toward board officials, Hanson frequently deferred to the information and expertise she perceived to reside within this board's appointed staff of officials. Her request for information from the officials was frequent. But of particular significance was her complete reliance on supervisory officer Bob Stang in the matters of school financing.<sup>424</sup> The data clearly indicated that without his informed input on financial matters, Hanson would not or could not make a decision on such issues. By way of illustration, it was Stang whom she asked to speak to the issue of joining another computerized data storage system primarily for accounting purposes. He disagreed and the issue was lost. When dealing with budget projection she again asked Stang to speak.<sup>425</sup> In the matter of teacher negotiations she asked for Stang and another senior official to speak. Her request for Stang to speak in the matter of tax reform was yet another example of her insistence on hearing his opinions prior to voting.<sup>426</sup> In fact, throughout the data collection, super-

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424. Field Notes, Board meeting, February 28, 1977.

425. Ibid.

426. Ibid., March 28, 1977

visory officer Bob Stang was called on to comment so frequently by trustee Hanson, that it became quite apparent that his opinions were regarded more seriously by her than were the opinions of other senior supervisory officers with the exception of one. An earlier private conversation with supervisory officer Stang had revealed a rather strained working relationship existent between himself and another senior official.<sup>427</sup> It was quite evident that Stang perceived himself as the most knowledgeable of all officials of the entire system of education under the responsibility of this board and that it was indeed necessary and expected that Hanson ask him to comment frequently.<sup>428</sup> Essentially, Hanson's frequent reliance on his comments and Stang's acknowledged self-perception of his knowledgeable authority corroborated to confirm this source of information as a primary decisional determinant for Hanson.


It was mentioned earlier that with the exception of one other supervisory officer, official Bob Stang's views on issues exerted the most influence on trustee Hanson. This other supervisory officer was Cye Mack.

Mack was relatively new to this board, but by the time of this study had earned a position of considerable notice. From information obtainable, it was his marked individuality, persistence and tenacious determination to accomplish whatever he

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427. Private Conversation, December, 1976.

428. Field Notes, Telephone Conversation, April 28, 1977.



set out to do, that earned him the respect or possible fear of the other officials. Hanson was fully aware of Mack's status among the other officials and readily consulted him on many matters of board business. Mack on the other hand knew of her reliance on and trust in him and preserved this relationship with care.<sup>429</sup>

To determine agreement between Hanson's quick acceptance of Mack's advice and his own awareness of her disposition toward his expressed perceptions on board issues, an interview with both of these, held individually, might be referred to as well as other comments made by this trustee. By way of illustration, when the board considered the issue of Core Curriculum Planning, it was officials Peter Fields and Cye Mack that presented most of the information. It has already been mentioned that Hanson lauded these officials generously on their good report (Note footnote 423). Mack, in commenting on this issue later said, "... a delegation sure works to influence this board's decision making."<sup>430</sup> The significance of his comment appeared in his acute awareness of factors influencing decisions made by this board and since Hanson herself was in sole charge of this section of the meeting, his comments pertained to her directly. It may further be added that Mack was fully aware of the public delegations present and made his presentation in such a manner that

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429. Interview Notes, Cye Mack, April 10, 1977, pp. 6 and 11.

430. Field Notes, Additional Observations, February 14, 1977.



public participation was evoked. In fact, it is being surmised here, that Mack and Hanson preplanned the presentation. This, in essence, appeared as a common administrative practice of supervisory officer Mack.<sup>431</sup>

Another issue that revealed the close link between Mack and Hanson was the early planning stage of selecting the new supervisory officer. In a private session where this process was carefully deliberated, Hanson, rather unexpectedly made a significant concession on an interview stage of the process she had previously upheld firmly. After this meeting she mentioned, "I agreed to dropping the one interview stage of the candidates after I noticed that Cy Mack nodded his agreement to this process. I rely much on Cy's insight and understanding."<sup>432</sup>

Official Mack appeared to accord her the same respect she showed him. When asked to rank the prestige Hanson had with officials, public and teachers, Mack rated all three of these with the highest rating. In addition to this she was the only trustee that received as high a rating from him.<sup>433</sup>

It had also been Mack that encouraged Hanson to run for the chair of the board. He had indicated which trustees would support her and she had accepted his advice.<sup>434</sup> Mack

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431. Interview, Cy Mack, op.cit.

432. Field Notes, additional observations, February 24, 1977.

433. Interview, Cy Mack, April 10, 1977, p. 6.

434. Ibid., p. 8.

also rated Hanson as one of three trustees who was particularly interested in professional development of the board.<sup>435</sup> Her interview comments confirmed his perception.

Further issues and situations could be presented, but the data made clear that Hanson listened closely to Mack's opinions and that she needed his assurance and to some extent consent, before openly declaring her choice on an issue.

Examples of Hanson's close reliance on two specific supervisory officers have been described and serve to illustrate how influentials, as decisional determinants, they existed in the cognitive decisional processes of this trustee. The data collected however, offered many further illustrations of the significance Hanson placed on board officials. Several are cited here:

After a private session trustee Hanson expressed distinct pleasure about the fact that both officials Gil Swan and trustee Cairns had given her a hug after the meeting, displaying their personal approval of her leadership functions in this particular meeting.<sup>436</sup>

In terms of the whole teacher negotiating process, Hanson remained in close liaison with the officials. Official Dave Loan was frequently contacted by her and was always asked to comment on negotiation issues by Hanson.<sup>437</sup>

She worked closely with the chief supervisory officer. So much in fact that criticisms from other trustees were heard that the two of them worked together so closely that the board as such could not overrule them. She frequently endorsed this official's position.<sup>438</sup>

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435. Interview, Cye Mack, op.cit., p.9.

436. Field Notes, Additional Observations, February 24, 1977.

437. Field Notes, Board meeting, May 2, 1977.

438. Ibid., Board meeting, March 28, 1977.

'The hypothesis of the board officials existing as a primary decisional determinant for trustee Hanson appeared to find ample substantiation in the data. Certainly there were times when she differed from them individually and collectively; but more often than not, especially on issues of contention and conflict, it was the positions and opinions proffered by the officials that received the most recognition from Hanson and almost always her vote. The special issue of hiring the supervisory officer was the only clear exception to this phenomenon during the entire time of this study.

## 2. Influence of Outside Agencies

Trustee Hanson and trustee Graham held official positions on an adjacent urban board. This adjacent board served as a central control board for five other urban boards with representatives of each of these constituting the composition of this board. Hanson was the designated representative from the board under study, with Graham serving as her alternate.

Because of this position, Hanson was integrally involved and acquainted with the workings of this central board. This contact also familiarized her with the influence this central board might and in actuality did exert over her own board. Further to this, this central board had representatives on it from all the adjoining urban boards which facilitated an excellent forum for exchange of ideas and practices among the various representatives. Hanson served as an active participant

on this central board and reported back to her board after every central board meeting. Her keen interest in the proceedings of other boards, as evidenced in her reports, firmly placed this source of information and influence high on her list of decisional determinants.

In terms of frequency of reference to this decisional variable by Hanson, she referred to it fifteen times during debate on the thirty issues specified earlier. This frequency of reference placed this variable in second place on her list of fourteen.

To support the stated hypothesis of the significance of influence of outside agencies on Hanson's process of decision making, some of her specific statements are recorded here:

In the issue of budget projections she commented, after official Bob Stang had spoken, on the close tie-in of this board with the central board. She also asked, "that her board not pad the budget at any time. I also want to know if the formula budget really allows for equity among various boards. We must protect our interests." She also called the attention of her board to, "... a larger perspective relative to provincial reductions of financial allotments and decreasing support."<sup>439</sup>

On the issue of immigrant services Hanson spoke at length on the relationship of her board to the central board on this matter. She specifically stated, "If I speak for the central boards, it in turn will support us when funds are needed."<sup>440</sup>

When considering the repair of air-conditioners she said, "The central board is going strong on energy conservation, it may go to a 65 degree F. temperature stipulation."<sup>441</sup>

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439. Field Notes, Board Meeting, February 28, 1977

440. Ibid., March 14, 1977

441. Ibid.

The few illustrations provided support the inference that trustee Hanson readily considered the impact and relationship of issues considered by her board in the light of what implications these had for the central board on which she also served. Because of this consideration accorded the central board, it may be concluded that this decisional variable existed with real and dominant status for trustee Hanson.

### 3. Participation of Trustees in the Decision Making Process

Hanson readily called for participation by trustees in decisions required of this board. In fact she expressed annoyance at even the faintest hint of any attempts to minimize the decision making responsibility and involvement of trustees. The issue of local negotiations bore this out clearly. During discussion of them she specifically asked for, "... further trustee opinions, and, I want trustees at the decision making table. I don't want too much power in the hands of too few people. This is also an opportunity to be personal with teachers."<sup>442</sup> The following statement further supports this decisional orientation of Hanson, "Trustees are also professionals so their participation should not be challenged."<sup>443</sup> This statement was made in relation to the board's involvement in drafting promotional policies.

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442. Field Notes, Board Meeting, February 24, 1977.

443. Ibid.

If the trustees of her board appeared hesitant to participate in the decision making process on issues requiring this of them, Hanson would readily call for their involvement. Support for this was found on three issues. When a liaison structure with teachers was being considered Hanson insisted on more board response after the officials had given theirs.<sup>444</sup> While considering the issue of teachers abusively disciplining students and students being abusive to teachers she said, "I want involvement of local trustees, especially if the student has been on the offensive."<sup>445</sup> In the matter of updating board policy she added, "I want to know who is interested in getting involved in this."<sup>446</sup> She was referring to trustees specifically.

According to the data, Hanson promoted trustee participation in board decisions that extended much beyond the casting of votes only. She would frequently call for more debate and discussion before allowing the issue to go to a vote. It seems apparent that until this trustee felt that adequate trustee participation and involvement in the decisional process had occurred, she would not want a collective board decision to be reached. This hypothesis was well supported by her statement just prior to the final vote which decided which supervisory officer this board would appoint; "I feel we can decide and

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444. Field Notes, Board Meeting, March 7, 1977.

445. Ibid., March 28, 1977.

446. Ibid.

the decision is as good as the board can make it."<sup>447</sup>

#### 4. Cost of an Issue

Trustee Hanson never hesitated to discuss the cost of issues faced by her board. The data revealed her to be a trustee highly concerned about costs and one who would, if necessary, place the 'availability of funds' stipulation on any board decision where applicable. She made specific references to costs of issues on thirteen separate occasions during debate of the thirty-three issues.

This decisional characteristic became evident early in this study. On February 14, during the discussion of the implementation of a French Immersion program in this school jurisdiction, and with a public delegation present, she asked official Peter Fields, "What are the implications of this whole program and what are the availability of funds?"<sup>448</sup> She also indicated, "The board must assume that all courses of the nature of French Immersion are subject to the availability of funds..."<sup>449</sup>

A similar response was received from trustee Hanson when an Outdoor Education program issue came before the board. In this case \$130,000 was requested and Hanson suggested that, "this be done only on the basis of the availability of funds."<sup>450</sup>

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447. Field Notes, Special Issue, Caucus Session, April 27, 1977.

448. Field Notes, Board Meeting, February 14, 1977.

449. Ibid.

450. Ibid., March 14, 1977.

Her cost and fiscal awareness was again noticeable in discussion of budget projections. In this particular area an overlap with the decisional influence of outside agencies was evidenced. The discussion centered on the costing of programs and instruction for the whole educational system of this board. Hanson asserted, "We can't concentrate on the mill rate only ... we are also managing schools on a crisis basis. I move that we submit a target budget, but remember that the implications of the central board's request for reductions would adversely affect our board's educational services."<sup>451</sup>

Hanson's cost concerns were not always however, in the direction of reducing them. It was apparent though that she was cost conscious and her frequent reference to this consciousness permitted the inference of it existing as a significant decisional determinant.

To further illustrate her overall fiscal perceptivity, three concluding references are cited because of their relevancy to this decisional hypothesis: (1) In the matter of teacher salary negotiations she assertively stated, "Yes, we want to staff with fewer teachers in the secondary school. We don't want our teachers upset, but our responsibility is for the future of our shrinking system."<sup>452</sup>; (2) In the matter of

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451. Field Notes, Board Meeting, March 28, 1977.

452. Field Notes, Board Meeting, April 25, 1977.



French Immersion she again referred to the funding stance on this issue taken by the central board and moved that, "... we request the Minister of Education to review the French funding process."<sup>453</sup>; (3) The third issue revealed her qualitative understanding of fiscal issues. She wanted, "... a future discussion on the principle of low-bidding. This board is running into problems with this practice and I want to know more about it."<sup>454</sup>

##### 5. The Teacher Variable in Issues Considered

The teachers of this school system were perceived by Hanson as an adversary force to be contended with as this board governed school affairs. As was mentioned earlier in the description of trustee Hanson's voting behavior, she voted against issues in which advantages to teachers could be identified. The table of voting patterns on teacher issues also placed Hanson in the majority of this board that voted consistently against benefits to teachers found in various issues faced by the board (TABLE EIGHT J, page 280). She appeared consistently suspicious of teachers and their motives; especially so of their union representatives.

This disposition toward teachers was noticed throughout the time of this study with the first indication evidenced during the first presentation of the Draft Report on Multi-

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453. Ibid.

454. Ibid.

culturalism. The teachers in this case seriously questioned this report in terms of its implications for financing and staffing. Hanson reacted with acute resistance to the teacher representatives and said, "The report was well done and well written."<sup>455</sup> This same resistance was prevalent whenever the issue of greater liaison with teachers arose. She was highly sensitive to the teachers organizations' influence and she was not going to be subordinated by its representation. In responding to a request to have more board communications with teachers processed through the teacher organization, Hanson objected. She was somewhat suspicious of their motives and of their capabilities in carrying this function out adequately.<sup>456</sup> Her tone of verbal communication with teacher representatives at this time was calm but insistent and assertive.

In spite of Hanson's desire to relate more personally with teachers (stated earlier, ref. no. 442), she did not want undue power in the hands of a few people. Especially not teachers. This position was supported in her response to Tim Tagg and Susan Dorn, two teacher representatives during the decisional stage of promotions for principals and vice-principals. She clearly intimated that she would not cower or give in to Tagg's or Dorn's comments about this professional process.<sup>458</sup>

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455. Field Notes, Board Meeting, January 13, 1977.

456. Field Notes, Board Meeting, February 14, 1977.

457. Ibid.

458. Ibid., February 28, 1977

Hanson however, did not only resist teachers. It was the observation of this researcher that in spite of her frequent adversary stance toward them, she readily asked for their verbal participation in debate on issues affecting them directly. To support this contention it was observed that she deliberately called for response from the teacher representatives on the matter of principal and vice-principal promotions.<sup>459</sup> This same request was made by her in the matter of restructuring the liaison organization between this board and its teachers.<sup>460</sup>

Further evidence of her desire for teacher response was noted in the issue of teacher professional activity days. Here she stated, "I want ongoing consultation with the community and teachers on this issue."<sup>461</sup> She also expressed concern over the perceptions some parents were providing of this professional development issue. In essence she added a vote of support for teachers.

The most obvious verification of the teacher variable operative in the decisional process of trustee Hanson was found in her handling of the outspoken and highly critical communication to this board from its teachers on the matter of releasing surplus teachers. Tim Tagg had authored a letter

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459. Ibid.

460. Ibid.

461. Ibid., March 14, 1977

containing stinging criticisms to this board with Hanson the primary recipient of this defensive attack.

Her response to this was overt and evident. She did not know what the appropriate board posture or response to this issue and communication should be and promptly immersed the board in an intense debate. It was through her leadership that several hours of a board meeting were devoted to the appropriateness of the board's pending reply to the teachers.<sup>462</sup> Her personal response to Tagg, given in a diplomatic but decisive manner, was, "We will not back down to your requests and I don't like the drama and overt hostility of the presentation."<sup>463</sup> In the caucus meeting following the above board meeting, she again presented her 'outside agency' decisional variable by stating, "We won't negotiate separately but will stand on our initial position of zero sum staffing. We must stick with the central control board."<sup>464</sup> In realigning herself and her board with the central board she again acknowledged its influence on her decisional process and also acknowledged that to withstand the influential pressures of the teachers in her system, her board would need assistance from other boards. She confirmed this hypothesis by saying, "We must recognize

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462. Field Notes, Board Meeting, April 25, 1977.

463. Ibid.

464. Ibid, Caucus Meeting, April 25, 1977.

the manipulative powers of the teachers' organizations."<sup>465</sup>  
She further declared her overt resistance to Tim Tagg's presentation by adding, "Tagg was tugging at our heart strings and this will divide the negotiation committee. I believe the teachers' organization is a highly professional union and teachers in the school are not this tough."<sup>466</sup>

This same issue was again considered at the next caucus meeting on April 26, 1977. The board, by now, had resolved its position; but Hanson, because of her permission to have this item appear on the agenda again, clearly revealed how influential the teacher variable was in her appraisal of matters relating to them.

In terms of arriving at a decision on teacher related matters, Hanson, it appeared had to feel assured that teachers had been adequately involved in presenting their position. She also needed to feel assured that the board had committed itself to an alignment and cooperation with the central board, and that recognition of the teachers' organization as a powerful union had been given. She also required the confidence that teachers had not gained a questionable advantage and that her own role as the leader of the legitimated governance authority had remained intact. It was then that she could cast her deciding vote.

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465. Field Notes, Caucus Session, April 25, 1977.

466. Ibid.

Summary

Trustee Beverly Hanson served as an active and articulate trustee. Her work on this board was an important part of her life. She took it seriously. She displayed much willingness to take initiative in assuming board responsibilities and in the exercise of independent thought. Her participatory comments revealed in her a readiness to confront difficult issues faced by the board.

Among the primary decision making determinants identified for this trustee, interest on her part to consider carefully the opinions, positions and influence of the board's appointed officials on issues under discussion appeared as the most evident decisional variable. It was also this trustee who most frequently brought an awareness and perceived influence of outside agencies on pending board decisions. Furthermore, she was genuinely interested in facilitating wide participation by trustees in the decision making process of this board and frequently delayed a vote on issues, (as board chairman she had this authority) if in her opinion other trustees had not participated adequately.

Her response to the stimulus of the teacher variable in board issues clearly placed her in the majority position of this board in contrast to the generally supportive position toward teachers evidenced in the data on trustees Sharf and Graham. In fact, the teacher variable and her overt resist-

ance to any possible decisional advantage by teachers in this system, as well as her acute awareness of the fiscal implications of issues, frequently placed her in a polar opposite position to the ideologically oriented trustee Graham.

In a manner of speaking, trustee Hanson also displayed characteristics of ideological decision making. However her ideological frame of reference appeared to concentrate in areas as pragmatic as the actual cost of issues, the acceptance of the officials, and the participatory involvement of other trustees. Philosophic positions on education were not often mentioned by this trustee. In contrast, controlled school governance in relation to other boards (agencies) and professional educators appeared as an important decisional variable for her.

Trustee Hanson participated actively in all board issues and believed that the board should govern well the system of education for which it was responsible. She also believed firmly that this board needed controlling and facilitating leadership. It was her perception, that as an elected trustee, she could and did provide this.

## CHAPTER VI

### CONCLUSIONS      SUMMARY      IMPLICATIONS

#### 1. DESCRIPTIVE DATA QUANTIFIED AND HYPOTHESES TESTED

In the preceding chapter an analytic description of operative and identifiable decisional determinants for each individual trustee has been provided. The raw data, procured largely through techniques of participatory observation and personal communicative contacts, permitted the generation of decisional hypotheses for each trustee as they have been described.

However, a random testing of these decisional hypotheses revealed that various trustees of this board did, in fact, not perceive their own primary decisional determinants to be the same as those identified through the research methods employed in this study. In view of this manifested variation in perception, the fourteen decisional determinants referred to most frequently by the board as a collective decision-making body was identified and returned to each trustee for a personal ranking. Each trustee was also asked to priority-rank these same determinants for each other trustee.\* By following this procedure the investigator gained quantitative data providing each trustee's perception of his/her own primary decisional determinants of others for each individual trustee. With quantitative data of this nature now available, it was possible to compare these decisional determinants

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\*It is of interest to report that some trustees spent more than two hours completing this assignment. Some also expressed acute interest in how others had ranked them.



on the basis of the perceptions of three separate judges namely; self, others, and the researcher's hypotheses. Because of the availability of personally ranked determinant priorities, a mean rank of the ranked medians for each trustee was calculated. It has been included here for the purpose of comparison as a board ranking of these same determinants and recorded in TABLE NINE below.

TABLE NINE

RANKED MEANS OF EACH DECISIONAL VARIABLE ACCORDING TO THE MEDIAN RANK OF IMPORTANCE ASSIGNED TO EACH VARIABLE AS PERCEIVED BY EACH TRUSTEE FOR HIMSELF/HERSELF (THIS TABLE MAY BE REGARDED AS THE RANK ORDER OF THE TOTAL BOARD DECISIONAL PRIORITIES)

ITEM	MEDIAN RANK	RANK OF THE MEDIANS
E	2.5	1
L	3.5	2
G	5.0	3
B	5.5	4
F	5.5	5
I	6.0	6
C	6.5	7
A	7.5	8
J	8.5	9
D	9.16	10
K	9.66	11
M	9.66	12
H	9.88	13
N	9.94	14

It should be carefully noted that all values provided for the perceived ranking of others are calculated ranked medians. In TABLES TEN to TWENTY (excepting TABLE ELEVEN), on pages 314-335, values provided for self are the rankings as provided by each individual trustee for himself/herself. The rank value for the raw data column is that provided from the earlier descriptive data, namely the frequency of use and related observational and communicative personal data. The data depicts the rank values of the decisional determinants hypothesized, by this researcher, from the raw data, to exist.

The fourteen decision making determinants returned to the trustees for ranking are listed here in random order: (note APPENDIX FOUR, page 397, which contains the complete decision making determinant ranking exercise completed by each trustee of this board).

- B. Considering the cost aspect of issues
- C. An expressed need for a rational and qualitative decision
- D. The opinions, positions and influence of other trustees and an awareness of the position of the majority of the board on an issue
- E. Well clarified, adequate and accurate information
- F. An expressed awareness of the public and community, including school and community organizations, in relation to issues debated
- G. The opinions, positions and influence of the board officials
- H. The influence of outside organizations (other boards) and agencies
- I. Recognizing the positions held by teachers on matters considered by the board and considering the impact that board decisions would have on them

- J. Perceived adequate discussion and debate
  - K. A political awareness of self and the political implications of issues
  - L. A philosophic and theoretical position on matters of education
  - M. A regard for the decision making process
  - N. A concern for the personal implications and considerations of issues
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Figure 24. Fourteen primary decisional determinants identified from observational and interview data

Discussion and conclusions made possible through the use of the quantitative data recorded in TABLES TEN through TWENTY are presented in the section that follows. Each trustee will be considered as an individual member of the board first, and then the board will be considered as a collective group of these individual members.

#### TRUSTEE DAVID SHARF

Trustee Sharf ranked his own first six decisional determinants as: C, M, E, F, I, B (TABLE TEN, page 314). For identification of variables, note Figure 24. The other trustees on his board perceived these to be L, F, I, J, B, E (TABLE TEN, page 314).

TABLE TEN

DECISIONAL DETERMINANTS FOR THRUSTEE DAVID SHARF RANKED BY OTHERS, SELF, THOSE HYPOTHESIZED AND AS RANKED FOR THE BOARD ITSELF

ITEM	OTHERS	SELF	HYPOTHESIZED *	BOARD
L	1	8	6	2
F	2	4	4	5
I	3	5	3	6
J	4	9	11	9
B	5	6	5	4
E	6	3	2	1
C	7	1	7	7
A	8	10	9	8
K	9	7	12	11
M	10	2	12.5	12
N	11	12.5	10	14
G	12	12.5	1	3
D	13	12.5	8	10
H	14	12.5	12.5	3

\*This column displays rank values determined from the frequency of participatory comments made by trustees at meetings, through an interview and through incidental conversations.

By comparing these two separate rankings one can note that determinants E, F, I and B appear in the first six. Since the ranking of hypothesized determinants also places these last four decisional variables within the one to sixth rank, it may be concluded that these four variables are basic elements of Sharf's decision making criteria.

According to the correlation coefficients (TABLE ELEVEN, page 315), Sharf perceived his own decision-making functions on this board better than did his colleagues on this board.

TABLE ELEVEN

SPEARMAN CORRELATION COEFFICIENTS OF TRUSTEE  
 SELF AND OTHER, AND SELF AND THOSE HYPOTHE-  
 SIZED MEDIAN RANKINGS OF DECISIONAL DETERMIANTS

TRUSTEES	OTHERS	HYPOTHESIZED
Sharf	0.545	0.180
Pira	0.436	0.041
Lane	0.106	0.709
Wilson	0.480	0.166
Graham	0.742	0.576
Cairns	-0.051	-0.067
Dawson	0.480	0.344
Rogers	0.491	0.629
Peters	0.073	-0.002
Hanson	0.635	0.276

0.628 = 0.01 level of significance

0.450 = 0.05 level of significance

No significant correlation, however, was obtained between the ranked hypothesized and self perceived variables. This variation in perception requires further comment and provides additional insight into this trustee's cognitive decisional processes. According to TABLE TEN, Sharf ranked variables C and M as determinants one and two. Neither the ranking of hypothesized determinants nor the other trustees' ranking placed these two variables among the first six. Others saw Sharf as being highly theoretical and philosophical (L), and the raw data from which the hypotheses were drawn showed him as greatly influenced by board officials (G). The marked

variations evident in these variables, regarded as the primary determinants, conclusively illustrated that what appeared for Sharf as elements significant to the decisional processes, were perceived by others on his board as philosophic and theoretical positions. This disparity in self and others' perceptions may certainly account for the frequent and animated debate this trustee evoked in others. In view of this mismatch of perceptions, it may be concluded that the others did not perceive accurately the real decision making issues at hand for Sharf.

The apparent disparity between the hypothesized first rank variable (G), and the low rank accorded it by both Sharf and others remains a puzzle. Even the board ranking of this variable was high, but as far as Sharf and the others were concerned it was ranked eleventh of fourteen. It is being hypothesized here, that because of Sharf's frequent and overt opposition to the board officials, other trustees saw them exerting little influence on Sharf.

However, because the hypothesized variable rank includes a consideration of Sharf's voting behavior over an extended period of time along with his many comments during meetings, it is further being concluded that in spite of Sharf's open resistance to the officials and also his ranking this variable low, the positions of the officials of the board must remain as a highly operative decisional variable for this trustee.

TRUSTEE SAM PIRA

According to observational and interview data trustee Sam Pira's primary decisional determinants were hypothesized to be (in descending rank): G, F, E, and M (TABLE TWELVE).

TABLE TWELVE

DECISIONAL DETERMINANTS FOR TRUSTEE SAM PIRA RANKED BY OTHERS, SELF, THOSE HYPOTHESIZED AND AS RANKED FOR THE BOARD ITSELF

ITEM	OTHERS	SELF	HYPOTHESIZED*	BOARD
G	1	5	1	3
E	2	2	3	1
D	3	7	5	10
B	4	8	12.5	4
C	5	3	12.5	7
F	6	9	2	5
K	7	12.5	8	11
N	8	12.5	7	14
J	9	4	12.5	9
L	10	1	9	2
I	11	6	6	6
H	12	12.5	12.5	13
A	13	10	12.5	8
M	14	12.5	4	12

\*Values determined through comments at meetings, interviews and conversations.

Pira's ranking of his own primary determinants selected L, E, C, and J in a descending order of priority. The other trustees of his board rated the following as Pira's primary determinants in making a decision: G, E, D, and B.

Decisional determinant (E), appears in each of these three separate observations and may be regarded as a certain and primary decisional variable for Pira. This determinant

calls for well clarified, adequate and accurate information. However, two additional variables may also be included in this primary category for they appear in the first four rank orders for both the hypothesized and other's categories. These are decisional determinants (G) and (D). It may now be concluded that primary decisional determinants of trustee Sam Pira are G, E, and D, with variable (G), the opinion and influence of the board officials expressed by both the raw data and others, as the most dominant determinant.

The marked discrepancies that occurred in the top four priority rankings between the perceptions of Pira himself and others, and the rank of those hypothesized was further supported by an absence of a significant correlation between self and others, and self and rankings of those hypothesized (TABLE ELEVEN, page 315).

In spite of the decisional determinants identified as dominant for Pira by the ranking of those hypothesized and by the ranking of others, attention must be focussed on the wide disparity of perceptions accorded determinant (L), a philosophic and theoretical position on matters of education. Interestingly the board ranking of this consideration placed this variable in second place next only to (E), the cost of issues. Pira rated (L), as number one for himself. The others and the hypothesized judgment ranked this tenth and ninth respectively.

To account for this wide variation, it is being concluded that trustee Pira did indeed possess an ideological and theoretical view of education and personally regarded this



phenomenon as an important influence in his decision making. However, since both of the other two judges ranked this variable much lower for Pira than he did for himself it is further being hypothesized that Pira's self assessment of the explicitness of this decisional variable for himself, was somewhat unrealistic. An alternative hypothesis is that Pira, while having a philosophical and theoretical position, had not succeeded in communicating or articulating this position to others.

TRUSTEE FRANCOIS LANE

The hypotheses generated from the data collected on trustee Lane ranked his first four decisional determinants as E, G, F, and I (TABLE THIRTEEN). Lane ranked his own first priorities

TABLE THIRTEEN

DECISIONAL DETERMINANTS FOR TRUSTEE FRANCOIS LANE AND AS LANE RANKED BY OTHERS, SELF, THOSE HYPOTHESIZED AND AS RANKED BY THE BOARD ITSELF

ITEM	OTHERS	SELF	HYPOTHESIZED*	BOARD
G	1	4	2	3
D	2	1	10	10
F	3	9	3	5
B	4	10	9	4
N	5	12.5	12.5	14
K	6	2	6	11
E	7	6	1	1
H	8	11	12.5	13
I	9	5	4	6
J	10	3	12.5	9
A	11	7	8	8
L	12	12.5	7	2
C	13	8	5	4
M	14	12.5	12.5	12

\*Values determined through comments at meetings, interviews and conversations.

in descending order as: D, K, J, and G. The others on his board perceived him to make decisions on the basis of the decisional variables G, D, F, and B.

On the basis of the observations of three separate judges, determinant (G), the opinions, positions and influence of the board officials, may be concluded to be a primary decisional determinant for trustee Lane. Further agreement may be noted between the hypothesized and others' perceptions for variables (F); and between self and others, for variable (D). This evident agreement allows for the conclusion to be drawn that these two variables were also highly operative in Lane's decisional processes. These are; the opinions and positions and influence of other trustees and an expressed awareness of the public and community.

It is of interest to report that trustee Lane's own perceived decisional variables varied noticeably from the rankings of those calculated for the board as a whole. Note particularly variables D, F, E, L, and C in TABLE THIRTEEN, page 319. Since (D) and (F) already appeared in the observations made earlier and designated as primary determinants, it may be further concluded that trustee Lane assessed his own decisional determinants on the basis of how he actually decided on issues himself, rather than on how he might have ideally perceived that board decisions should be made.

TRUSTEE DOUG WILSON

The other trustees of this board ranked Wilson's first four decisional variables to be D, G, B and E (TABLE FOURTEEN). According to his own perception, the first four were: D, G, N, and B. The ranking of the hypothesized determinants revealed the first four to be G, D, C, and M.

TABLE FOURTEEN

DECISIONAL DETERMINANTS FOR TRUSTEE DOUG WILSON RANKED BY OTHERS, SELF, THOSE HYPOTHESIZED AND AS RANKED FOR THE BOARD ITSELF

ITEM	OTHERS	SELF	HYPOTHESIZED*	BOARD
D	1	1	2	10
G	2	2	1	3
B	3	4	12.5	4
E	4	8	12.5	1
C	5	9	3	7
I	6	12.5	12.5	6
J	7	12.5	12.5	9
H	8	5	12.5	13
F	9	7	12.5	5
A	10	12.5	5	8
L	11	6	12.5	2
M	12	14	4	12
N	13	3	12.5	14
K	14	12.5	12.5	11

\*Values determined through comments at meetings, interviews and conversations

Conclusively, from these three separate perceptions, decisional variables (D) and (G) are the primary determinants for this trustee. Further to this, two of the judges, self and others, include variable (B). In addition to this, the

correlation coefficients (TABLE ELEVEN, page 315) for Wilson, appear significantly greater than zero between the perception of self and others, and self and those hypothesized.

The data confirmed that trustee Wilson was highly dependent on what the officials of his board thought about an issue, and on what his trustee colleagues' perception of issues were. Because the ranking of self and others include variable (B) in the first four rankings (TABLE FOURTEEN, page 321), it may also be concluded that the cost of issues was of some importance to Wilson as he appraised board matters.

It appears important to report here that Wilson fully acknowledged his dependency on other trustees and the board officials at this time in his career as a publicly-elected trustee. The fact that TABLE FOURTEEN, page 321, depicts a wide variation between the rankings of those hypothesized and those of self and others, suggests that the other trustees interpreted his actions and comments more accurately than did this researcher in terms of Wilson's perception of these for himself. Since most of his comments were in the form of questions and requests for information, his decisional need of knowing what the others thought was again supported.

#### TRUSTEE ANNETTE GRAHAM

More available data than could be obtained for Wilson, allowed for increased decisional hypothesizing for this trustee. Graham's first six determinants were hypothesized to be, in

descending order of importance, as L, F, K, G, E, and B, according to the raw data rank in TABLE FIFTEEN below.

TABLE FIFTEEN

DECISIONAL DETERMINANTS FOR TRUSTEE ANNETTE GRAHAM RANKED BY OTHERS, SELF, THOSE HYPOTHESIZED AND RANKED FOR THE BOARD ITSELF

ITEM	OTHERS	SELF	HYPOTHESIZED*	BOARD
F	1	2	2	5
I	2	3	3	6
A	3	5	7	8
L	4	1	1	2
E	5	6	5	1
C	6	12.5	9	7
J	7	7	12	9
B	8	10	6	4
G	9	4	4	3
M	10	12.5	11	12
D	11	9	12.5	10
K	12	8	12.5	11
H	13	12.5	8	13
N	14	12.5	10	14

\*Values determined through comments at meetings, interviews and conversations.

Graham perceived her first six decisional determinants to be: L, F, I, G, A, and E. The others on her board perceived these as: F, I, A, L, E, and C. Common to the three separate judgments were variables L, F, I, and E. Furthermore, the Spearman correlation coefficients between self and others' rankings (TABLE ELEVEN, page 315), were significantly greater than zero. The correlations between self and those hypothesized appeared at a lower level of significance but nevertheless worth noting (TABLE ELEVEN, page 315).

These findings revealed that the primary decisional determinants for trustee Graham were: (L) a philosophic and

theoretical position on issues; (F) an awareness of the public and community; (I) recognizing the position held by teachers; and (E) well clarified and accurate information. In addition to these four identified decisional variables, Graham and the other trustees identified variable (A), trustee's involvement and participation in decisions, as a further important decision making criterion for this trustee. Variable (G), the influence of board officials, may also be considered important because of the perceptions of self and the raw data rankings provided in TABLE FIFTEEN, page 323.

However, in the previously described data, the influence exerted by the board officials on Graham's decisional processes was generally negative. In other words, it is being concluded that if the officials expressed an apparent strong position for an issue, Graham, it may be predicted, would either vote against it because of their position, or at least question it vigorously.

Because of the significant level of agreement among the three judges, it is being concluded that trustee Graham perceived her own decision making characteristics must be the same as others perceived them to be, and as the observational data revealed them to be. This level of agreement also depicted this trustee as a member of this board who was consistent in her communications with others and consistent in her positions on board-related issues. In view of this interrelating and role consistency, along with the perception of her by others, it is being concluded that she functioned as a significant decisional influence on the other trustees of this board.

TRUSTEE RICHARD CAIRNS

The hypothesized primary decisional determinants for Cairns, ranked in descending order, are: G, B, and D (TABLE SIXTEEN) below.

TABLE SIXTEEN

DECISIONAL DETERMINANTS FOR TRUSTEE RICHARD CAIRNS RANKED BY OTHERS, SELF, THOSE HYPOTHESIZED AND AS RANKED FOR THE BOARD ITSELF

ITEM	OTHERS	SELF	HYPOTHESIZED*	BOARD
G	1	5	1	3
B	2	3	2	4
E	3	12.5	4	1
K	4	12.5	7	11
D	5	12.5	3	10
A	6	7	8	8
F	7	4	9	5
N	8	12	11	14
L	9	1	12	2
C	10	2	10	7
I	11	6	6	6
J	12	10	14	9
M	13	8	13	12
H	14	9	5	13

\*Values determined through comments at meetings, interviews and conversations. According to TABLE SIXTEEN, Cairns expressed his first three decisional determinants to be: L, C, and B. The others on his board perceived these primary determinants to be: G, B, and E. On the basis of these three separate observations it is evident that variable (B), is common to all. From these separate judgments, it is being concluded that (B), the cost of an issue, is a primary decisional variable for Cairns.

Variable (G), was ranked as the first decisional determinant for Cairns by both the researcher's hypotheses and by the other's on this board. However, Cairns ranked this variable

as fifth for himself. A similar variation in ranking between self and others; and self and those hypothesized was evident when variables (L) and (C), ranked one and two by Cairns, were considered. Variable (L) was ranked ninth by others and twelfth in those hypothesized; and variable (C) was ranked ten by both. These observations depicted an extreme disparity between the way Cairns perceived himself to be making decisions, and the way others perceived his decisional processes to function. Cairns' self-perception also varied greatly from the decisional hypotheses made. The negative correlation coefficient depicted in TABLE ELEVEN, page 315, further reveals this perception disparity; although it must be pointed out that the correlation coefficients do not meet a required level of significance.

On the basis of the expressed perceptions of the two judges, others and this researcher, it is being concluded that variable (G), the influence of the board officials, was an actively operative decisional variable for Cairns, even though it was not acknowledged by him as such. His ranking of variables (L) and (C), as primary decisional determinants, appears notably inconsistent with what the others and the observational data revealed. This same disparity was detected earlier in Cairns' competition for the position of chairman of the board. In this situation his perceived chances of a successful competition appeared highly unrealistic, for he received only two votes out of ten possible.



On the basis of the foregoing it is being concluded that trustee Cairns did not perceive his own decision making processes with much agreement to the way others perceived them to be. It is also being concluded that his choice of variables (L) and (C), was essentially an expression of what he deemed to be highly valuable decisional variables, but ones which he did not actively employ.

It is of additional interest to report that according to TABLE SIXTEEN, page 325, variable (A), was ranked sixth by others, seventh by Cairns, and eighth by the researcher. It is being suggested here that Cairns also regarded the involvement and participation of other trustees in the decisions made by this board as significantly important.

TRUSTEE PETER DAWSON

The decisional hypotheses generated from the raw data placed decisional determinants G, A, and E in ranks one, two, and three for trustee Dawson (TABLE SEVENTEEN) below.

TABLE SEVENTEEN

DECISIONAL DETERMINANTS FOR TRUSTEE PETER DAWSON RANKED BY OTHERS, SELF, THOSE HYPOTHESIZED AND AS RANKED FOR THE BOARD ITSELF.

ITEM	OTHERS	SELF	HYPOTHESIZED*	BOARD
A	1	2	2	8
G	2	12.5	1	3
B	3	6	9	4
E	4	1	3	1
F	5	5	7	5
D	6	10	12.5	10
I	7	9	6	6
J	8	4	5	9
C	9	8	12.5	7
L	10	3	8	2
M	11	7	10	12
H	12	12.5	12.5	13
K	13	12.5	12.5	11
N	14	12.5	4	14

\*Values determined through comments at meetings, interviews and conversations.

Trustee Dawson ranked his first three determinants to be: E, A, and L. The other trustees perceived Dawson's three primary decisional variables to be: A, G, and B.

On the basis of these three judges, it is being concluded that variable (A), the involvement and participation of trustees in decisions to be made, may be identified as the most operative decisional determinant for trustee Dawson.

It is further being concluded, that since variable (E) appeared in the first three choices of self and of the researcher; and variable (G) in the first three choices of the researcher and others, both of these variables were significantly operative in the decision making processes of this trustee. These variables pertain to the need of clarified and accurate information; and the opinions and influence of appointed board officials.

According to TABLE SEVENTEEN, page 327, it is evident that variable (G), was rated much lower as a decisional determinant by Dawson for himself than was the rating of it for him by the other two judges. The explanation for this may rest in the fact that Dawson frequently voted with the majority of this board, a board whose decisions frequently coincided with the position of the board officials. The researcher and others also perceived this to be a characteristic of this trustee which he did not appear to acknowledge.

It is being concluded here that because of Dawson's highly independent and adversary position on the issue of hiring a supervisory officer in particular, and because of his frequent and overt vocal opposition to the officials, he perceived himself as making decisions highly independent of them. The data however revealed this perceived independence to be more so in intent than in practice. However, it is also being concluded that because of the intensity of this trustee's opposition to the officials on frequent occasions, the influence exerted to this trustee by them may be characterized as negative in isolated instances only.

For additional decisional considerations, the correlation coefficients recorded in TABLE ELEVEN, page 315, are relatively high between Dawson's decisional perception of himself and the perception of his decisional determinants by others. From this it may be concluded that Dawson perceived himself to decide in a manner similar to the way others perceived him to decide. Because of this identifiable perceptual similarity, it may also be concluded that Dawson's board behavior was consistent enough to allow his trustee colleagues to identify his responses to certain issues with a measure of predictability.

#### TRUSTEE SYLVIA ROGERS

The first three decision determinants for trustee Rogers were hypothesized to be: G, E and M (TABLE EIGHTEEN, page 330). She ranked her first three decisional variables to

TABLE EIGHTEEN

DECISIONAL DETERMINANTS FOR TRUSTEE SYLVIA  
ROGERS RANKED BY OTHERS, SELF, THOSE HYPOTH-  
ESIZED AND AS RANKED FOR THE BOARD ITSELF

ITEM	OTHERS	SELF	HYPOTHESIZED *	BOARD
A	1	9	7	8
C	2	6	11	7
D	3	10	6	10
B	4	3	8	4
F	5	4	5	5
G	6	2	1	3
L	7	7	9	2
I	8	5	4	6
E	9	1	2	1
J	10	8	12	9
M	11	12.5	3	12
H	12	12.5	12.5	13
K	13	12.5	12.5	11
N	14	12.5	12.5	14

\*Values determined through comments at meetings, interviews and conversations.

be: E, G, and B. The others on her board perceived her to make decisions on the basis of: A, C, and D.

On the basis of the perception of these three judges, no decisional variable was found to be common to all for the ranked positions from one to three. However, variables (E) and (G) were ranked among the first three by Rogers and the researcher, and it is being concluded from this matching that these variables were of primary importance to Rogers in making decisions.

Additional data recorded in TABLE ELEVEN, page 315, reveal a correlation greater than zero between self and the researcher's perceptions of decisional variable rankings. The correlation between self and others, however, is not as significant.

From these correlations, it may be concluded that the others on this board did not perceive Rogers' decisional criteria as highly similar to her own perception of these, or highly similar to the researcher's identification of them. However, because of the close correlation between the rank of self and of those hypothesized, the variables that appear below those appearing at the third rank warrant closer consideration. In taking these to the fifth rank, it becomes evident that variable (F) is common to the three observations. In addition to this, variable (I) is ranked fifth by Rogers and fourth by the researcher. In view of these correlative findings, it is being concluded, that variables (F) and (I) might justifiably be added to variables (E) and (G) as primary decisional determinants for this trustee. On the basis of these conclusions, trustee Rogers gave her greatest consideration to these four decisional criteria:

- E - the need for clarified and accurate information
- F - an expressed awareness of the public and community
- G - the opinions, positions and influence of board officials
- I - a recognition of the positions held by teachers on matters considered by the board

It is also being concluded that the others on this board did not know trustee Rogers well enough yet, (she had only been on the board for four months) to identify accurately the primary reasons for her board related decisions. This phenomenon

also, in part at least, provides an explanation for her indecisive decisional behavior during the hiring of the supervisory officer referred to earlier, and the difficulty the board experienced in arriving at a decision at that time. Since others could sufficiently anticipate her vote to ensure a majority count, the need for the four final ballots occurred.

TRUSTEE IRENE PETERS

The observational data allowed for hypothesized decisional variables G, K and D to rank one, two and three for trustee Peters (TABLE NINETEEN) below.

TABLE NINETEEN

DECISIONAL DETERMINANTS FOR TRUSTEE IRENE PETERS RANKED BY OTHERS, SELF, THOSE HYPOTHESIZED AND AS RANKED FOR THE BOARD ITSELF

ITEM	OTHERS	SELF	HYPOTHESIZED *	BOARD
B	1	1	12.5	4
G	2	3	1	3
D	3	9	3	10
K	4	13	2	11
N	5	13	12.5	14
F	6	5	4	5
H	7	11	12.5	13
E	8	2	6	1
I	9	12	5	6
A	10	10	12.5	8
J	11	4	7	9
C	12	6	12.5	7
M	13	8	12.5	12
L	14	7	12.5	2

\*Values determined through comments at meetings, interviews and conversations.

Peters perceived her first three decisional determinants to be: B, E, and G. The others on her board ranked these as B, G, and D. From the observations of these three judges, it is being concluded, that variable (G), the influence and position of the board appointed officials, was the most dominant decisional determinant for trustee Peters.

This researcher, however, and the other trustees, identified (D) as a primary variable; and Peters and the others identified variable (B) as a further primary variable. From these observations it may be concluded that these two variables may also be included along with variable (G), described earlier. Thus, it is being concluded, that in addition to the influence of the board officials, Peters' primary decisional criteria included: an operative influence of the opinions, the positions and influence of other trustees, and awareness of the majority position of the board, and the consideration of the cost of issues.

In terms of Peters' decisional behavior, it is important to report that no significant correlations were found between her own ranking of her decisional priorities and either the others or those of the researcher (TABLE ELEVEN, page 315). This disparity in perception is further evidenced in the rankings of TABLE NINETEEN, page 332. Here the wide variations in Peters' self assessment and that of the other two judges is clearly depicted. It appears significant that Peters would rank (K), the lowest, in contrast to the others and this researcher

ranking it in a top position. This further contradicts her earlier reference to political ambitions. It is being concluded here that Peters did not wish to be seen as a highly politically orientated trustee but, in fact, was being viewed by others in just that way.

In terms of variable (N), the others perceived Peters as much more concerned with the personal implications of issues than she declared herself to be (TABLE NINETEEN, page 332).

In view of these evident perception discrepancies, it is being concluded that trustee Peters either purposely did not rank her decisional priorities as she knew others would perceive them to be, or she genuinely perceived herself to decide on issues in a manner widely different from the way the other trustees and this researcher perceived her to decide. This latter conclusion, however, does not include the earlier three decisional variables: G, D, and B, that were identified as primary decisional determinants by herself, the others, and from the observational data.

#### TRUSTEE BEVERLY HANSON

More available data allowed for the identification of more decision making determinants for trustee Hanson than for some other trustees. The first five hypothesized determinants were identified as: G, H, I, A, and B (TABLE TWENTY, page 335).



TABLE TWENTY

DECISIONAL DETERMINANTS FOR TRUSTEE BEVERLY HANSON RANKED BY OTHERS, SELF, THOSE HYPOTHESIZED AND AS RANKED FOR THE BOARD ITSELF

ITEM	OTHERS	SELF	HYPOTHESIZED*	BOARD
E	1	1	6	1
G	2	6	1	3
F	3	3	12	5
C	4	12	12.5	7
A	5	4	4	8
I	6	7	3	6
L	7	2	10	2
K	8	8	8	11
J	9	10	7	9
D	10	9	11	10
H	11	13	2	13
B	12	5	5	4
M	13	11	12.5	12
N	14	14	13	14

\*Values determined through comments at meetings, interviews and conversations.

Hanson ranked the first five to be: E, L, F, A, and B. The others ranked these as: E, G, F, C, and A. Common to all three observations is variable (A). From this it is being concluded that the criterion of trustee involvement and participation in board decisions to be made, existed as a primary decisional determinant for trustee Hanson. However, it is not being concluded that this variable is the primary one, for it was not ranked higher than fourth in the three observations recorded.

In addition to variable (A), variables (E) and (F), received identical rankings from Hanson, and from the other trustees. It may further be reported that the Spearman correlation coefficients calculated revealed a correlation between the

rankings of the decisional determinants as perceived by self and by others to be greater than zero (TABLE ELEVEN, page 315). This correlation allowed this researcher to conclude that this trustee perceived herself to decide on issues in a manner highly similar to the way she was perceived to decide by her trustee colleagues. Because of this correlation, it may slo be concluded that decisional variables (E) and (F), ranked one and three, according to the judges self and others, are two further primary criteria of decision making for Hanson. These variables are: the need for well clarified, adequate and accurate information; and an expressed awareness of the public and community in relation to issues debated.

It is also important to this research to report that the observational data allowed for the ranking of variable (G), as the most dominant determinant for this trustee; and that the others of this board ranked this variable second. Further to this, variable (B) was ranked fifth through the data collected and ranked fifth by Hanson. In view of these observations, relative to variables (G) and (B), it is being concluded that they too were identifiably operative in Hanson's decisional processes. These are: the influence and position of the board officials; and a consideration of the cost aspect of issues.

The fact that Hanson ranked variable (G) sixth in contrast to the other two judges' higher rankings, suggests that she was not fully aware of how influential others perceived the board officials to be on her own decision making behavior.

It is important to report that no significant correlation coefficient was obtained between the self perception rankings and those of this researcher. The data in TABLE ELEVEN, page 315, clearly reveal this wide disparity. In view of this evident variation in perception of self and the hypotheses generated for this trustee, it is being concluded that much of the observational data gained through participatory comments made by Hanson were essentially of a spurious quality. In keeping with the spurious characteristics of these data, it is concluded that much of what Hanson said during the debate of issues was what she perceived as necessary for her to say, but not necessarily indicative of her personal decisional criteria. As a chairperson of this board, it was often necessary for her to take initiative in discussions, and to facilitate the board's decisional function. From this conflicting behavior, it is being concluded that, she participated in a somewhat contradictory manner as the observational data has been reported. The other trustees, however, and Hanson herself knew that her real decisional determinants were other than those that appeared verbally. Thus, it is being concluded, that this identified dichotomy was either an acceptable mode of 'chairman-leadership' style for this board, or that with an identification of such a dichotomy and an ultimate full acknowledgement of the same by others on this board, a change in leadership would be imminent. This leadership change, it is also concluded, need not result only in the choice of a new chairman, but could appear as a newly developed coalition.

among members or with a significant change in the board environment, a new chairman of highly contrasting characteristics to the present chairman.

A summary of the identified primary decisional variables for each trustee has been recorded in TABLE TWENTY ONE below.

TABLE TWENTY-ONE

SUMMARY OF DECISIONAL VARIABLES  
IDENTIFIED FOR EACH TRUSTEE\*

TRUSTEE	PRIMARY DECISIONAL VARIABLES
SHARF	E, F, I, B, G
PIRA	E, G, D
LANE	G, F, D
WILSON	D, G, B
GRAHAM	L, F, I, E, G, A
CAIRNS	B, G, A
DAWSON	A, E, G
ROGERS	E, G, F, I
PETERS	G, D, B, N
HANSON	A, E, F, G, B

\* The letter notations coincide with the decisional determinants listed in Figure 24, page 313.

Primary Decisional Determinants of the Board

Since a specific identification of the primary decisional determinants for each trustee was made in the preceding section of the research study, it appears logical to

conclude that the whole board, that contained each of these trustees, would also possess dominant decisional characteristics.

By tabulating the frequencies of the decisional variables recorded in TABLE TWENTY-ONE, page 338, the following decisional composite for this school board emerged:

TABLE TWENTY-TWO

A BOARD DECISIONAL COMPOSITE BASED ON THE  
FREQUENCY OF THE IDENTIFICATION OF EACH  
DOMINANT DECISIONAL VARIABLE FOR EACH TRUSTEE

DECISIONAL VARIABLE	FREQUENCY OF IDENTIFICATION	RANK
G - The opinions, positions, and influence of the board officials	10	1
E - Well clarified, adequate and accurate information	6	2
F - An expressed awareness of the public and community, including school and community organizations, in relation to issues debated	5	3
B - Considering the cost aspect of issues	5	3
D - The opinions, positions and influence of other trustees and an awareness of the position of the majority of the board on an issue	4	5
A - Trustee involvement and participation in decisions to be made	4	5
I - Recognizing the positions held by teachers on matters considered by the board and considering the impact that board decisions would have on them	3	7
L - A philosophic and theoretical position on matters of education	1	8
N - A concern for the personal implications and consideration of issues	1	9

The rankings in the preceding table appear as the result of hypotheses generated from the raw observational data which were then tested against the perceptions of the trustees for themselves and for each other by all the other trustees. In essence, this ranking is the composite ranking of the perceptions of the same phenomenon by three separate judges.

By comparing the decisional variables ranked one to six of TABLE TWENTY TWO, page 339, with the first six variables determined from the trustees' own ranking of the decisional variables in TABLE NINE, page 311, a valid conclusion of this board's decisional characteristics may be made. TABLE TWENTY-TWO records the first six variables to be: G, E, F, B, and D. TABLE NINE depicts the first six to be: E, L, G, B, and F. Four variables appear coincidentally in the first six ranks of importance in both tables. However decisional variables (D) and (L) appear as the only exception to this similarity.

In view of this finding it is being concluded that the primary decisional determinants of this board may be identified as variables: G, E, F, and B.

The fact that variable (L) ranked second in TABLE NINE and only eighth in TABLE TWENTY-TWO allows for the conclusion that this variable was a perceived important variable, but one rarely employed in actual decision making processes by members of this board. This variable refers to a philosophic and theoretical position on matters of education (Figure 24, page 313).

The further fact that variable (D) ranked fifth in TABLE TWENTY-TWO and tenth in TABLE NINE reveals a disparity between the perception the trustees had of their own decisional processes and the actual functioning of these processes. According to the rank position of tenth accorded this variable (D), in the rank of the medians (TABLE NINE, page 311), the trustees relegated this determinant well down the list of their primary decisional influences. From this it may be concluded that, in collective board terms, trustees on this board did not wish to acknowledge or possibly did not recognize the importance they were placing on the opinions, positions, and influence of their trustee colleagues; or on an awareness of the position of the majority of the board on issues as a decisional influence, (Figure 24, page 313).

#### Board Member Decisional Criteria Relationships

As was identified earlier in the description of the voting behavior of these trustees, various voting similarities between and among trustees emerged.

To quantifiably test the hypotheses on board member coalitions generated from earlier observational data, Spearman's correlation coefficients were determined between the rank orders assigned the fourteen decisional variables (APPENDIX FOUR page 397), by each trustee for him/herself. This correlation matrix is recorded in TABLE TWENTY THREE, page 342.

TABLE TWENTY-THREE

SPEARMAN CORRELATION COEFFICIENTS OF  
THE RANK ORDERS OF FOURTEEN IDENTIFIED  
DECISIONAL DETERMINANTS FOR EACH TRUSTEE  
FOR HIMSELF/HERSELF WITH THAT OF EACH  
OF THE OTHER TRUSTEES

	SHARF	PIRA	LANE	WILSON	GRAHAM	CAIRNS	DAWSON	ROGERS	PETERS	HANSON
1. Sharf	-----	0.245	0.078	-0.596	0.014	0.337	0.448	0.330	0.296	0.238
2. Pira	-----	-----	0.561	0.100	0.489	0.396	0.509	0.703	0.602	0.487
3. Lane	-----	-----	-----	-0.069	0.989	0.393	0.445	0.579	0.221	0.792
4. Wilson	-----	-----	-----	-----	-0.047	0.008	-0.365	0.190	0.199	-0.013
5. Graham	-----	-----	-----	-----	-----	0.340	0.434	0.545	0.202	0.807
6. Cairns	-----	-----	-----	-----	-----	-----	0.263	0.458	0.398	0.313
7. Dawson	-----	-----	-----	-----	-----	-----	-----	0.435	0.520	0.671
8. Rogers	-----	-----	-----	-----	-----	-----	-----	-----	0.780	0.687
9. Peters	-----	-----	-----	-----	-----	-----	-----	-----	-----	0.477
10. Hanson	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----

0.561 = 0.01 level of significance

0.458 = 0.05 level of significance



According to TABLE TWENTY-THREE, page 342, similarities between and among trustees and their self perception of decisional determinants were identified and are recorded in Figure 25 below:

TRUSTEE	CORRELATIVE RANKINGS WITH OTHER TRUSTEES
SHARF	WILSON (negative correlation)
PIRA	LANE, ROGERS, PETERS
LANE	PIRA, GRAHAM, ROGERS, HANSON
WILSON	No significant correlations with any trustee
GRAHAM	HANSON, LANE
CAIRNS	No significant correlations with any trustee
DAWSON	HANSON
ROGERS	PIRA, LANE, PETERS, HANSON
PETERS	PIRA, DAWSON, ROGERS
HANSON	LANE, GRAHAM, DAWSON, ROGERS

Figure 25. This figure depicts the trustees whose self perceived ranking of decisional determinants correlated at the 0.01 level of significance with those listed horizontally, across from their own names in the vertical column on the left hand side of this figure.

According to Figure 25, the ranked decisional self-perceptions of trustees Lane, Rogers and Hanson each correlated to the 0.01 level of significance with four other trustees. This is the highest number of significant correlations evidenced

among and between any of the trustees on this board. These significant correlations are identified here:

Trustee Lane with trustees Graham, Rogers, Hanson and Pira.

Trustee Rogers with trustees Pira, Lane, Peters and Hanson.

Trustee Hanson with trustees Lane, Graham, Dawson and Rogers.

It should be noted that the name of trustees Peters and Dawson appear only once each. Peters' rank order of decisional determinants correlates with Rogers'; and Dawson's rank order of decisional determinants with Hanson's. However, excluded from this network of trustees that perceived and ranked their own decisional variables in a significantly correlative manner with certain others, are trustees Sharf, Wilson and Cairns. It is being concluded from this finding that these three perceived their own decisional criteria to be significantly different from the way the remaining seven trustees perceived their own decisional criteria to exist. This finding further suggests that should issues of a highly controversial nature arise, the seven trustees, other than Sharf, Wilson and Cairns, would form the majority opinion and determine the board's final decision. As was stated earlier, however, Peters and Dawson did not enter this closely aligned group of trustees as directly as did the other five. From this it could be concluded, on the basis of perceived priority decisional criteria, that trustees Peters and Dawson were often the trustees who could determine whether a vote would be lost on a tie or carried by a small majority.

It is of particular interest to report here that the most controversial issue (hiring a supervisory officer) that this board dealt with during the time of this study revealed the following voting pattern on the final ballot:

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---

FOR CANDIDATE DEEKS

AGAINST CANDIDATE DEEKS

---

Pira

Lane

Graham

Sharf

Cairns

Wilson

Dawson

Peters

Rogers

Hanson

---

Figure 26. This figure illustrates the votes cast in the hiring of supervisory officer Deeks, referred to as a Special Issue in the descriptive analysis of individual trustees, on pages 67 - 309 of the text.

From the results of this ballot, the commonality of perceived decisional determinants among trustees is not the primary element of trustee voting behavior. Other factors are obviously operative in their decisional processes and some of the data gathered, even if quantifiable and subject to testing, remained spurious and illusory. This was found to exist especially in relation to the trustees specifically rank ordering their primary decisional determinants and forming coalitions with others on the board. Then, it was noted that, when the issues before them changed and the decision making arena also changed, so did their decisional criteria and coalition patterns. Consequently, if the commonality of decisional criteria were the primary

decisional variable, trustee Lane and Peters would also have voted for Deeks. But they did not. In view of this apparent decisional discrepancy and in view of the voting patterns of trustees described in earlier sections of this study, especially as found in the trustee clustered voting patterns (TABLE EIGHT 'A' to 'J', pages 72 - 280), it is being concluded that a closely correlated rank ordering of decisional determinants as perceived by trustee for themselves, was not a completely reliable variable for predicting trustee voting behavior. It is being concluded, however, that a strong decision making relationship existed between trustees Lane, Rogers and Hanson in their assessment of the importance of these decisional variables. (Note TABLE TWENTY-THREE, page 342, and Figure 25, page 343). Because of this strong decisional relationship, Lane, Rogers and Hanson possessed what might be classified as the basic core decisional criterion of this board. It was also the rank order of their decisional determinants that correlated significantly with the largest number of other trustees' ranked order of their own decisional determinants.

A consideration of the primary decisional determinants of this board would not be complete without specific reference to the psychological dimensions of group decision making. The review of the literature for this study clearly implied the element of volitional group behavior operative in board decisional variables identified during the hiring of a supervisory officer and other similarly contentious issues faced by the board. By way of illustration, not only would coalitions among members

fluctuate and change, expressions of need fulfillment and need deficiencies also became apparent. By way of illustration, Dawson and Cairns expressed overt mutual joy at a victory; and Peters, Lane and Sharf resolutely accepted the decision of the group (board), even though it was not their preferred choice. Homans' (page 21), descriptions of activities, interaction and sentiments as prevalent elements of a social system, appeared constantly operative as this board dealt with one issue after another. Homans further asserted that dynamic factors such as events and processes which occur during the life of a group significantly affect the character of a group. This phenomenon also proved evident in the study of this board. When issues dealt with were of a low risk nature and mundane, the board was comfortable and tranquil. However, when issues became contentious, especially if personnel elements were present, the whole character of the board (group) altered. Individuals assumed offensive and defensive stances, coalitions quickly emerged and confrontation parameters were noticeably established. Such a change clearly confirmed the presence of an active psychological group variable, operative in the decisional processes of this school board as issues of varying descriptions were considered.

## II. SUMMARY OF THE STUDY

This study began with reference to education in the seventies attracting much attention from the media, the general public and political sectors of society. In Ontario, it is the elected school trustees of school boards that complete a structure of local government which possesses the legal mandate to govern the education system of a Canadian society. It is these same trustees that are constantly called upon to make decisions of system-wide significance for education in a society that is primarily pluralistic and one in which most major tasks are entrusted to large organizations.

School boards are accountable to the public and the decisions made by them frequently bear a direct relationship to the tenure of office maintained by individual trustees. As has been evidenced in many larger urban centres in Canada, the communities represented by school boards want an ever increasing share of the decision making process formerly reserved, almost exclusively, for individual trustees.

How school boards make decisions that are both qualitative and expedient, is a question often posed by both trustees and those in educational research. The research literature referred to in the first chapter of this study clearly depicted various decision making modes of operation and postures displayed by school boards. Peterson, in particular, referred to the pluralistic model of bargaining as an explanation for elite decision making, group interaction and system stability,

(page 6). However, the democratic participatory notion of public accountability seems to hold in check the ability of boards to assume enough power to override the differing interests that so characterize all levels of educational systems. Consequently, the greatest tension faced by those in elected authority appears to exist in the dichotomy evident between the responsibilities of the decisions required from the elected trustees and the reluctance of the electorate to provide the necessary decision making power. Thus, a constantly operative conflict functions in either latent or manifest states between the school trustee and his/her public. It was in this milieu of public accountability and participatory governance, personal interest and system restraints that an in depth study of individual trustee decision making was conducted. The question at the forefront of each query initiated by this researcher was, "What are the decision making determinants fully operative in the cognitive appraisal and reappraisal of each board issue for each trustee?"

Through the use of research techniques that included participant observations of an urban board in operation for a period of three and one half months, an extensive interview/s with each trustee, a study of board minutes, frequent telephone call-backs, and the procuring of informed information, extensive data were gathered. These provided answers to the basic problems and sub-problems identified for this research.

In this study, the basic problem under investigation was articulated as:

How do individual trustees, elected by ward in one urban Ontario school board, determine their choice of vote on formal board motions in committee or formal board meetings.

It was further established that to provide a solution to this basic problem, answers to five related sub-problems were vital and essential. Each of these sub-problems is being addressed here in an attempt to provide the greatest possible illumination of the basic problem stated, (page 8).

1. What factors did individual school trustees consider prior to casting their votes on school board issues?

Individual school trustees considered many factors that could be identified prior to casting their votes. Many such decisions could only be alluded to and inferred to exist as such. However, the data collected allowed for a detailed presentation of specifically identifiable decisional determinants dominantly operative for each trustee. These are found in the descriptive analysis of each trustee in Chapter V, page 55, of this study. In most cases between ten and thirteen decisional variables were identified for each trustee, with between three and six of this aggregate number identified as primary or dominant decisional determinants.

As the analysis of each trustee's decision making behavior progressed it became apparent that many trustees appealed to common decision making criteria. Fourteen such decisional variables were identified and found to be operative to a greater



or lesser degree with each trustee. These have been recorded in Figure 24, page 313.

2. What priority did individual school trustees assign to the various identifiable decision making factors and how did this relate to actual decisions made by them?

Priority rankings of the previously mentioned fourteen identifiable decisional determinants were obtained on the basis of three separate ranked observations and perceptions. Essentially these quantified data became the recorded observations of three separate judges. The most reliable data of this set of three observations was the median rank of the data ranked by all other trustees on this board. As has been noted earlier, the other two judges of the decisional determinant variables were the trustees' perceptions of their own primary determinants and the hypothesized ranking provided by this researcher based on observational and interview data.

Each of these assigned rank values of self, others, and hypothesized rank have been included in TABLES TEN through TWENTY, pages 314 to 335. Also included is a table depicting Spearman's correlation coefficients between the perceptions of self and others, and self and the hypothesized ranking (page 315). A further table of correlation coefficients (TABLE TWENTY-THREE, page 342) records the correlations between the rank ordering of the fourteen decisional variables by each trustee with that of every other trustee.

The primary decisional determinants identified for each individual trustee have been recorded in TABLE TWENTY-ONE, page 338. In the case of some trustees more decisional determinants could be identified than for others. This increased identification was made possible through greater vocal participation by these same trustees during active board debate and generous availability of more relevant data through additional informal communication processes.

3. (a) In what way did individual school trustees reveal an awareness of such decision making factors?

In the case of this study the awareness of such factors was certainly heightened during the time of this researcher's presence with this board. There were occasions, especially after an interview session, where individual trustees would inquire about the progress of this writer's findings and ask specific details of the researcher's perceptions of their board decision making behavior. At times like these, questions would also be asked of observations that had been made of other trustees. At one point one trustee mentioned specifically that the chairman of the board had adopted a different style of leadership since the departure of this researcher. Comments such as these confirmed what other researchers have voiced caution about namely, it is important to consider the impact of the researcher himself on the sample population being researched.

Other than what has been mentioned in the foregoing, trustees became thoroughly aware of each other's decisional variables through discussions and debate during and after board meetings. The data revealed that some trustees engaged in an informal telephone communication network before and after board meetings. The selection of the chairman, for example, took place well in advance of the actual vote. Only one person seemed to have been left out of this network, namely the trustee running in opposition to the trustee subsequently elected chairman.

It may be conclusively stated, that the greatest awareness of the decisional factors occurred when each trustee was asked by this researcher to rank the fourteen identified decisional determinants for himself/herself, and for each other trustee on this board. The ensuing activity of trustee-self and others-assessment was an interesting phenomenon to observe. It is significant to report that each trustee returned a completed form and expressed genuine interest in the outcome of the data collection. This ranking form is included in APPENDIX FOUR page 397.

3.(b) Why were trustees sensitive to these decisional factors?

The data analysis did not appear to provide a direct answer to this sub-problem. However, the data did reveal that trustees were indeed sensitive to these factors and either consciously or sub-consciously responded to them in their

decision making relationships with other trustees. These responses were noted in the field notes and interview data collected.

To further elaborate on this sub-problem, reference to the research literature proved helpful. Simon and March, (page 24), suggested that in organizations individuals are not as rational as they might be. They also concluded that, within limits, the behavior of individuals could be deliberately controlled. Simon specifically asserted that the basis of decision making theory in organizations is that the quality and quantity of decision premises are constrained by the physical and mental characteristics and previous experience of its members, and by the social, political and economic environment of the organization and its members (page 17). Because of Simon's identification of many variables that influence an individual's decision making, he was able to introduce a psychological model of organizational decision making which stands in contrast to other devised economic models. The difference between these two models is that the economic models are designed to describe maximization decisional processes whereas the psychological model is primarily concerned with individuals.

In view of these two models it becomes apparent that trustees as individuals were concerned with both maximization in the choice of decisional alternatives and the recognized value of the contribution each trustee made to this board as

an individual. This concern for qualitative maximization was confirmed in the position that decisional variable (E) was given in TABLE TWENTY-TWO, page 339. This request for clarified and accurate information ranked second of nine dominant determinants and may be regarded as the board's desire for a decision of quality and expedience, an obvious maximization intent.

On the other hand the rank of sixth for variable (A), trustee involvement and participation in decisions to be made, placed this variable well within the category of a high decisional priority of this board.

In view of this discussion it is being concluded that trustees were sensitive to these identified decisional determinants because an operative awareness of them facilitated the process of qualitative board decision making, and allowed each trustee to perceive himself/herself as an individual integrally involved in the board's decisional processes.

A further conclusion drawn here is that this sensitivity to these determinants facilitated interpersonal communication among trustees on board related issues and increased the perceived influence they might exert on each other. Evidence for this latter point may be found in TABLE TWENTY-TWO, page 339, in which decisional variable (D), the opinions, positions and influence of other trustees ..., ranked fifth.

4. Could actors other than trustees, who have a major impact on the decision making function of individual trustees, be identified?

The answer to this question is definitely in the affirmative. According to the earlier literature review, Ziegler and Jennings indicated that, for the most part, school boards do not govern but merely legitimate the superintendents' policy (page 10). Their position was countered somewhat by a suggestion by Boyd that community power structures have a greater impact on school board decision making than reference to the dominance of the superintendent could acknowledge (page 14). Lutz, in partial agreement with Boyd, voiced misgivings about the lack of research focus on the cultural aspects of the community with regard to board decision making (page 34).

From the data of this study, it appears as though all of the researchers above have a claim on certain aspects of board decision making truths. The frequency rank attributed to the nine primary decisional determinants of this board placed variable (G) in the first rank. This conclusively confirms that the appointed officials of this board hold the first and foremost position of influence on trustee decision making. This is not to say, as Ziegler and Jennings did, that boards merely legitimate, but it certainly substantiates their claim of the appointed officials' influence on boards. A point of information important to this discussion was found in the rankings this decisional variable received from the trustees' ranking of their own primary determinants.

According to the ranked means of the median ranks (TABLE NINE, page 311), variable (G), ranked third of fourteen for this board. This ranking placed this variable in a self-perceived and recognized place of prominence within the fourteen identified variables. The observational data and the ranked data of the aggregate perceptions of others for each trustee, ranked this variable first. This substantiates the conclusion that this variable is a dominant decisional determinant.

Two further factors conclusively identified are found in variables (F) and (I). Variable (F) endorses the impact and influence that the board's community exerts on its own decision making process as attested to earlier by Boyd and Lutz. This variable also appeared as a primary decisional variable and ranked third in TABLE TWENTY-TWO, page 339.

A new variable, not identified in the previous study of the literature, is determinant (I). This variable ranked seventh in TABLE TWENTY-TWO as an aggregate measure of its priority status on a scale of fourteen. However, two of the previous independent judges, self and the hypothesized rank along with the calculated rank of the total board, all placed this variable in the sixth position. From these data then, it may be stated that the teachers of this system greatly influenced this board. Further, their influence was most acutely evident during times that the board was required to make decisions on teacher related issues. Some, it may be argued, would regard this variable as an integral component of the community

variable (F). The data however, identified a noticeable separation between teachers and the community in the minds of trustees. The Tim Tagg issue, a strongly worded letter from the teachers' association to the board, and the issue of hiring a supervisory officer revealed this board as one regarding its community as a governance entity that existed independently from its total teaching force (note especially the analyses of trustees Graham pp. 152-155, and Hanson pp. 276-308).

Conclusively, the appointed board officials, the community that this board serves, and the teachers of this school system all exist as dominant actors and influences in the decision making processes of the urban school board in this study.

5. Did the school board under study exhibit an identifiable voting behavioral pattern?

An attempt was made in this study to determine if this board exhibited specific bargaining modes in its process of decision making and to determine if voting blocks within the board could be identified.

According to the data, these questions could only be answered in terms of the issues on the board's agenda and the various manners in which the trustees perceived their individual decision making priorities to exist. To elaborate further, research already complete must be referred to.

Lawton in his study of two Toronto school boards, supported the existence of several identifiable variables operative in the voting behavior of these boards (page 17). He forwarded hypothetical models of political board behavior



analyses based on an ideological continuum and discreet voting blocks, or a combination of these. Boyd determined that in terms of board-administrative staff relationships, boards and their communities ordinarily appear to be content to let the superintendent (director) largely shape the educational programs, as long as she or he respects the community's zone of tolerance (page 14). Teichman concluded that the differences in perceptions of trustees of their own roles lead to a difference in attitudes held by trustees toward the same issues considered (page 15). And Peterson suggested that this difference in attitude could greatly affect the choice a trustee would make and the manner in which he/she operated in the trustee decision arena (page 16). Peterson further identified trustees as voting in either pluralistic or ideological bargaining modes. His observations of the pluralistic trustee may be likened to Simon's "satisficing" model of decision making which depicted the limited rationality of an individual making decisions in an organization (page 24). A supplement to Simon's satisficing perception is Perrow's observation that to optimize requires processes more complex than those required to satisfice. Perrow added that Simon and March called these decisional characteristics "cognitive limits on rationality" and that they spoke of "satisficing" rather than maximizing or optimizing. Nevertheless, he concluded that these were, in fact, elements of decision making (page 24).

The ideological model of decisional bargaining by trustees, Peterson concluded, expressed an acute sensitivity to legitimate community interest groups such as those of a racial or class faction and became deeply committed to them (page 13).

This reference to research already complete has included aspects of decision making findings that relate directly to the findings of this current study. Teichman's role perception and issue response attitude was evident in trustees' perceptions of themselves as delegates or representatives of their electoral communities. The more pluralistically oriented trustees appeared to vote more according to their electorates on contentious issues and were more concerned about the popularity or public acceptability of their decisions. Those of more ideological orientations were more uncompromising and persisted to vote in principle. All trustees except Sharf and Graham could be classified as being more pluralistic than ideological (TABLE EIGHT, page 66). The voting pattern in the contentious issue of hiring a supervisory officer was also indicative of this conclusion (TABLE THREE, page 63, issues 83 to 90). The issue of hiring a supervisory officer had a larger block of trustees voting according to a community awareness with the distinction between idealism and pluralism not as evident. In this case though, the decisional bargaining mode was largely one of satisficing for those not as committed to an ideological position on this issue; and a highly dedicated

and committed sense of purpose for these possessing an evident and operative ideological frame of reference for this issue.

The discreet voting blocks, or the ideological continuum or combination of these as referred to by Lawton, appeared evident in relation to the issues considered. If the board agenda issues were perceived by the trustees to be of a technical, mundane or low consequence nature, the information provided by the officials were generally accepted with little question and their recommendations unanimously endorsed (TABLE FOUR and FIVE, page 64, and TABLES SIX and SEVEN, page 65). Issues numbered 62 and 81 in TABLE SIX, page 65, were more contentious and received more dissenting votes. These referred to anticipated expenses for conference travel and the question of a ballot vote for the hiring of a supervisory officer.

When this board was faced with crucial issues of long term implications, its decision making mode became one of intense debate and demand for accurate and adequate information. As well, trustees would firmly assert themselves as the bonafide democratic decision makers and insist on their prerogative as a legislated policy making body. It was in this context that the research of Peterson and the adapted model of Boyd (pages 36-40) became highly relevant. Boyd concluded that six contextual variables were necessary in the consideration of board-staff relationships (page 37). This study concludes that, in addition to Boyd's six contextual variables, a decisional 'process variable' may be

justifiably included in a study of board decision making.

The data certainly revealed the trustees under study to display the decisional characteristics described by Peterson in their pursuit of policy formulation. Much compromising became evident and coalitions were discernable. However, these particular decisional variables could not be identified as being constant on this board. They varied with the status of specific issues faced by the board. For the purpose of illustration, discreet voting blocks and coalitions were evident on teacher related issues (TABLE EIGHT, page 66). It may be noted here that Dawson and Pira voted in a significantly similar pattern. Other voting blocks are also noted in this table with Sharf and Graham appearing as isolated or independent individuals. But in distinct contrast, the final ballot in the hiring of supervisory officer Deeks (TABLE THREE, page 63) and the analysis of voting behavior of the trustees, revealed an intensely operative coalition comprised of Dawson, the initiator, Graham, an active advocate, and Pira and Cairns as additional members. In further contrast to this identified coalition, was the one comprised of Lane, Peters, and Wilson. Trustees Sharf, Hanson, and Rogers remained indecisive and independent until the larger coalition assumed a dominant status, at which point Hanson and Rogers complied with the more apparent majority.

From the evidence obtained on the collective voting behavior of this board, it is being concluded that this board

assumed varying decisional postures based on its perception of the importance of the issues under consideration. It is further being concluded that all personnel related issues evoked immediate and concentrated board attention.

This board, it is being concluded, would not entrust its final decisions to the exclusive judgment of its appointed administrators; rather it would enter into complex decisional processes of bargaining, compromising, confrontation, coalition formation, and community involvement. All in an effort to arrive at an ultimate majority vote.

In previously referred to research Lutz observed (page 35):

Local school boards are pressured from every side as they decide and institute policy that governs the educational program in their school districts. They are pressured by federal court decisions, federal agencies, availability of state legislation, local factional interest groups, the educational bureaucracy and teacher and employee unions. Either because of these pressures or influences, or in spite of them, they do decide on what education will be in that local district. As such, school boards decide independently of these pressures, but that they are the body that finally decides ... Regardless of the issue and the attempts at influence and exercise of power, the local board decides.

The conclusion of this study endorses this conclusion of Lutz, even though his study has the American school board as its base.

In conclusion of this formal research report a comparison is being made between the basic findings of William Boyd in his work on board-staff administrative relationships and those of this study since his research model has been adapted for use in

this study (note Figure 27, page 364).

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SIX KEY VARIABLES OF BOARD-STAFF RELATIONSHIPS IDENTIFIED BY BOYD (Not elaborated or ranked, p. 28)

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1. Community Characteristics
2. Personal Characteristics of School Authorities
3. School Governance Characteristics
4. School System Characteristics
5. Type of Issue
6. Relevant Resources

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NINE KEY DECISION MAKING DETERMINANTS OF AN URBAN BOARD IDENTIFIED BY THIS STUDY (Abbreviated and ranked)

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1. The Position and Influence of School Board Officials (authorities)
  2. Adequate and Accurate Information
  3. An Awareness of the Public and Community
  3. Cost of Issues
  5. Influence of Other Trustees and Awareness of the Board Majority
  5. Trustee Involvement and Participation
  7. The Position of Teachers and Related Decisions
  8. Philosophic and Theoretical Orientations
  9. Personal Implications of Issues
- 

Figure 27. A recorded comparison between the six key variables of board-staff administrative relationships according to William Boyd and nine key decisional variables identified by this study.

The comparisons provided in Figure 27, reveal a notable similarity between board-staff relationship variables and a board's key decisional variables. All of the contextual

variables identified by Boyd assumed relevance to this study on board decision making. However, this study identified two variables in addition to these although they are ranked lower on a scale of nine. These are reported to be the influence of the teacher variable, and the influence of philosophic and theoretical (ideological) personal orientations that trustees possess toward the decision making processes of a board.

A final conclusion to be drawn is that Boyd's adapted model of data collection served the purposes of this study adequately. It was through the collection of these data that sub-problems could be satisfactorily answered, thereby providing a comprehensive solution to the basic question posed by this research inquiry.

### III. IMPLICATIONS FOR EDUCATIONAL GOVERNANCE AND FURTHER RESEARCH

This study provided new insights and understandings in the area of school board governance and decision making. The data and their analyses supported various conclusions of earlier research, refuted some, and provided some new findings.

Specific attention in this section of this report will be paid to the most conclusive findings that emerged. These are stated here in an abbreviated form and will be followed by a more detailed elaboration of each.

#### A. Individual Trustee Decision Making

- a) each trustee possesses primary decisional determinants
- b) some trustee self rankings of decisional determinants showed high correlations with the ranking of themselves as provided by other trustees and hypothesized rankings
- c) high correlations between trustees' self perceived decisional determinants were not completely accurate predictors of voting behavior

#### B. Decision Making Coalitions

- a) coalitions between and among trustees became evident
- b) coalitions changed with the status and nature of issues

#### C. A Board Decision Making Profile

- a) this urban board revealed its primary decisional determinants



- b) appointed board officials remain the single greatest decisional influence on a board
- c) trustees are aware of the communities they represent and give them much attention during decision making occasions
- d) trustees are highly conscious of the costs of education
- e) trustees insist on being involved in and participating meaningfully in board decisions
- f) the school teachers that a board employs exert identifiable influence on decisions made by the board
- g) personnel issues are regarded as highly important

#### A. Individual Trustee Decision Making

The school trustee and the board on which he/she sits constitutes the basic unit of public school governance in Ontario and has existed as such for over one hundred years. However, school governance procedures and policy processes have not remained static. Much indeed has changed for the Ontario school trustee since this form of school governance was instituted in 1816.

In 1816 the first grants were made to common schools in Ontario. An Act was passed at that time to set aside \$6,000, largely for the payment of teachers' salaries, to supplement the rate bills and other contributions collected from parents. It was also specified that each school was to have three elected

trustees.<sup>467</sup>

By 1969, school boards numbered approximately 170 with an approximate total of 1300 trustees, and a school board expenditure of \$1,491,968,000 with an additional 45.3% provincial grant added to this total.<sup>468</sup> Understandably, these massive changes in both funding and units of school administration, markedly increased the complexity and responsibility of school board governance functions. Because of these changes, Wiles and Williams have suggested that today's larger and more diverse representation often make the trustees' policy role, of necessity, one of fence sitting.<sup>469</sup> They further stress that as the trustees attempt to carry out a policy decision role under these conditions, issues are solved more and more on a temporary, ad hoc., basis without continuity of political strategy or tactics.<sup>470</sup> In fact, they conclude that the trustees' job has reached an overload stage and that professional expertise in technical matters must be relied <sup>on</sup> if policy is to be made at all.<sup>471</sup> It should however, be mentioned that this particular board was already functioning by 1969 and the changes in organization mentioned did not affect it directly.

In part at least, the earlier research reference to trustee overload and deference to professional counsel in decision making functions were substantiated by this study. Evidence of long

<sup>467</sup> Hope, Mr. Justice John Andres, Chairman, Report of the Royal Commission on Education in Ontario, Toronto, 1950.

<sup>468</sup> Ministers' Reports, Government of Ontario, 1971.

<sup>469</sup> Cistone, School Boards and the Political Fact, op. cit., page 35.

<sup>470</sup> Ibid.

<sup>471</sup> Ibid.

meetings and symptoms of acute stress were noted in earlier sections, especially with regard to trustees Rogers, Dawson, Hanson and Graham. Furthermore, the trustees of the board studied were much less experienced in matters of educational administration and less knowledgeable in areas of school law, policies and regulations than were the supervisory officers this board employed. And it was also clearly established that these trustees needed and demanded all the relevant information they could acquire about issues under consideration even though adequate information rarely seemed available to fully satisfy their demand.

However, this study did not identify or determine this board to defer readily to its officials or to grapple with contentious issues on an ad. hoc., basis. If anything, the opposite occurred more frequently. Evidence of vigorous, and at times, hostile resistance to the board officials has been documented, and elaborate decision making processes implemented when issues of significant importance to this board were considered. Deliberate decision making modes were certainly more operative than the ad. hoc., policy development mode cited by Wiles and Williams.

a) This study conclusively determined that the urban trustees of this board revealed a degree of adaptation to current school governance functions that set them apart from their historical counterparts as evidenced in the literature and equipped them to make decisions relevant to contemporary public educational demands. This claim is substantiated by the fact that each trustee

studied possessed identifiable primary decisional determinants. These determinants have all been described earlier with some trustees showing evidence of sixteen operative decisional determinants and others as possessing only six that could be identified.

The implications this fact holds for educational governance suggests that more attention should be paid to the individuals that constitute boards of education. This study clearly revealed that trustees as individuals had a marked influence on decisions that this board would arrive at. By knowing more of the individual trustees's decisional variables and those influences that are most significant for him or her as an individual in a decision making context, more expedient and qualitative board decision making could be fostered. A clearer knowledge of such decisional determinants could also be effectively utilized by board supervisory officials. If these officials could perceive the insatiable need trustees have for accurate information and the implicit understanding they have of their own role as the legitimated policy makers, less confusion and overt resistance to the expertise available from professional staffs would be evidenced.

The value of knowing the primary decisional determinants of trustees could be further utilized in the training of new trustees as they assume positions on boards. This study confirmed that trustees require from two to seven months to learn the processes of board governance well enough for them to feel they can contribute meaningfully to its decision making functions.

Increasing their knowledge of these decisional variables could lead to a quicker understanding and appreciation of board decisional processes. Inexperienced trustees tend to take open opposition personally more readily than do the experienced ones. By way of illustration, the knowledge of the decisional variable of active trustee participation could readily lead to earlier self-participation and less defensive self-appraisal. This would surely enhance productive issue-centered deliberations.

b) Some trustees of the board identified their own decisional determinants to be very similar to the way others of this same board perceived them to be, as well as being similar to the way the hypothesized ranking identified them to be (TABLES 10, 12-20, pp. 314-335). The self and others correlations that are much higher than zero, occurred for trustees Sharf, Pira, Wilson, Dawson and Rogers. The highest correlation occurred for trustees Graham and Hanson. Excluded from this group are Cairns, Peters and Lane.

A notably high correlation of the self and hypothesized decisional variables occurred for trustee Graham. The highest correlations of these same variables occurred for trustees Lane and Rogers (TABLE ELEVEN, page 315). An interpretation of these correlations implied that trustees could read each other quite well in terms of primary decisional characteristics. At least, it appears as though those listed above, with respect to the correlation of self by others, perceived themselves to decide on issues much the same way as others saw them making decisions. The high Graham and Hanson correlation suggested

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that the others knew rather precisely how they stood on issues and how they would decide in terms of how they both perceived themselves to decide. The exclusion of Cairns, Lane and Peters from these correlations suggested these trustees did not see themselves deciding as others saw them decide. The implication for these three is the existence of an operative and somewhat distorted sense of reality for themselves in relation to the others on the board. The implications here for board governance are that decisional positions of some board members continually remain uncertain and that the accuracy of vote predictions is lessened by this phenomenon. This disagreement in perceptions, also implies the constant existence of an element of political uncertainty in board decisions. It is being inferred here that these three trustees were often perceived as uncommitted trustees whose vote remained in obscurity until the late stages of a decision. It may be further inferred that trustees anxious to win an issue would focus their attention on these trustees for maximum influence in making a desired decision. This phenomenon of uncertainty clearly established this board's decision making processes to exist in an overtly political arena.

Again, the high correlation of the decisional perceptions of Hanson and Graham implied these two to be the most well known on this board. It is important to report here that these two were also chosen to serve as chairman and vice-chairman of the board at the time of this study. An implication for board governance appears evident here in that trustees who are well known and whose decisional positions appear consistent with other

trustees, are held in high regard.

Since the hypothesized rankings correlated at a high level only with trustees Lane, Graham and Rogers, it is being implied that the actual verbal contributions made by trustees at board meetings is not a completely reliable predictor of a trustee's self perceived decisional determinants. Since the correlation for these three trustees mentioned here was much higher than zero, it is concluded that these spoke up at board meetings on the basis of decisional criteria that were of genuine concern to them. However, for those that did not correlate with truly perceived decisional criteria, decisions were made from some other cognitive base not clearly identified by this study.

Some additional implications that may be stated regarding participation at board meetings are: a political interest, a self interest, an appeasing of another trustee or official, speaking to the gallery, wanting to be heard, distracting or delaying an issue, and possibly just testing the others for their responses.

c) Even though the decisional priorities of some trustees correlated well with those of others (TABLE TWENTY-THREE, page 342), their voting positions were not consistently similar (Figure 25, page 343). The most notable exceptions were Lane and Peters whose decisional priorities were highly similar to each other. They were identified as voting together tenaciously on the most controversial issue faced by the board during the study and against all of those with whom their decisional priorities correlated. The implication of this finding is that some trustees

are greatly influenced by factors other than those they designate as primary decisional determinants. In this case both Peters and Lane chose to support the officials even though neither trustee acknowledged the officials as a highly significant decisional determinant in their own rankings.

The governance implication emerging here is that in cases of great uncertainty, trustees will gravitate to what they perceive to be the most reliable source of judgment. This board, on this controversial issue, the hiring of a supervisory officer, decided in favor of the perceived welfare of the community. But the minority vote of Lane, Peters, Wilson and Sharf followed the advice of the board officials.

A further implication resulting from this disparity between a coincidental determinant ranking and voting behavior, suggested that a trustee's self decisional assessment need not ensure a vote in agreement with this assessment, at least not on all issues. Consequently, many board and individual trustee decisions remained situational. Essentially, this implied that some trustees of this board deliberately displayed themselves as notably vulnerable to the greatest influence being exerted on the political nature of trustee behavior. This further added credence to an on-going process of democratic decision making where issues were assessed independently and deliberately, with the outcomes remaining an acute uncertainty. Of course, this implied that board officials, if they wanted a decision to go in a desired direction, had to exert maximum effort to convince trustees of the merits of a particular posi-



tion; otherwise the possibilities of having their own wishes accepted were greatly minimized by active competing influences.

#### B. Decision Making Coalitions

a) This study verified that coalitions were formed at various stages of board decision making. Concrete evidence of this was found in the election of the chairman, the public election of trustees, and the hiring of a supervisory officer. The study of coalitions has already received sizeable research attention, especially in the social science areas, and appears to be gaining relevance in terms of educational governance.

In definitional terms the word "coalition" has long been used in ordinary English to refer to a group of people who come together (usually on a temporary basis), to obtain some end.<sup>472</sup> To further relate this social science implication to education, as was evident in this study, the following quotation is submitted here:

Typically, a coalition has been regarded as a parliamentary or political grouping less permanent than a party or a faction or an interest group.<sup>473</sup>

This notion of coalition formation is regarded as central to the theory of n-persons games as originated by Hermanson and Morgenstern.<sup>474</sup> It was their discovery that the best way to win in two person games was to select the best strategy

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<sup>472</sup> Riker, William H., and Gamson, William A. "Coalitions: International Encyclopedia of the Social Sciences, New York: Crowell Collier, 1968, pp. 532-535.

<sup>473</sup> Ibid.

<sup>474</sup> Ibid.

against the opponent; but in three or more person games, the problem of winning is to select partners who can collectively win. This mutual selection of partners was known as forming a coalition. This theory of coalition according to Riker and Gamson provided a model for:

... the study of national decision making in elections, parliaments, committees, cabinets, international decision making in wars, diplomatic maneuvers, and international organization to that degree, coalitions are the characteristic form of social organization for political decision making generally.<sup>475</sup>

Although this study of one board was not international in scope, the reference made to coalition formation by the above researcher was quite applicable to this study. By definition Gamson refers to 'coalition' as the joint use of resources to determine the outcome of a decision. This was precisely what happened in the hiring of a new supervisory officer in this study. Dawson went out of his way to rally resources to determine the final decision. This was not done in a boardroom context only, but also by use of the telephone between board meetings.

However, this identified coalition did not persist equally for further issues. In fact, coalitions of other members with essentially joint memberships, formed over different issues. In essence a shifting coalition structure

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<sup>475</sup> Ibid.

became evident.\*

b) As far as this board was concerned this shifting coalition element kept it politically viable. Gamson suggests that it is this very shifting process that tends to reduce the severity of cleavage, since today's enemy may be needed tomorrow as an ally. However, he also adds that this coalition mobility also reduces the degree of consensus required for action to occur.<sup>476</sup>

This board conclusively revealed that coalition formation involved a process whereby cleavage and consensus were balanced in an organizational structure of a board. This dynamic also appears to hold true for social organizations.<sup>477</sup>

In essence, this study identified a board to display characteristics much like those of a social organization and the discovery of operative coalitions provided a verifiable link between the study of board and trustee decision making behavior with that of the social sciences. This appeared especially so with reference to n-person games as a theoretical basis for coalition-type social decision making.

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Additional data received in June of 1978 revealed a massive shift in coalition-type groupings. In fact, the most prominent members of the board appear to have altered some of their previous positions. The chairman has now chosen to abdicate a prominent role of leadership because of a perceived lack of support from other trustees and the vice-chairman at the time of this study has chosen not to run as a trustee at all. It is obvious that other and likely personal reasons motivated such decisions, but nevertheless the coalition structures show change.

<sup>476</sup> Riker, op. cit.

<sup>477</sup> Ibid.

C. A Board Decision Making Profile

a) A calculated ranking of decisional determinants allowed for the identification of a board decision making profile (TABLE TWENTY-TWO, page 339). Researchers of the past should be happy to note that an earlier board decisional discovery has once again been amply confirmed.

b) The greatest single influence on trustee decision making, according to this study, proved to be the opinions, positions, and influence of the board's appointed officials (variable G, TABLE TWENTY-TWO, page 339).

Even if trustees were quoted as saying they would not be 'rubber stamps' to their officials, the officials in fact carried the heaviest decisional weight in terms of decisions of board governance. This is not to say however, that this board 'rubber stamped' just because of the official's influence. This did, however, imply that in a board's quest for a decision of quality and relevance, the expertise provided by the officials was regarded most highly. Because of this high regard for the officials' opinions and the information they provided, it is tantamount that these supervisory officers be the most highly qualified persons hired by boards. The success of the board's entire educational service and educational governance function rests largely on the qualified counsel received from appointed officials. For a board to hire supervisory officers on the basis of personal choices and vested interests in contrast to educational and administrative qualifications could be likened to system suicide. This study

implied that this board could not function without its supervisory officers and that the quality of its decisions also depended largely on them through the adequacy and clarity of information and recommendations that they could provide.

c) The trustees of this board were keenly aware of their publics and communities. Although this dimension of school board governance is not new to research in education, it is important to note how actively an urban board sought to involve its public as directly as possible in the decisions it had to make. This dynamic of active community involvement also possessed a reciprocal dimension in actual practice. The urban public of this city area would not be relegated to positions of passive acceptance of public school issues and would make its likes, and especially its dislikes, amply known. The urban trustee on the other hand did not always subscribe to his/her electors' opinions and positions, but nevertheless sought the constituents' position on controversial issues before making critically important decisions. This phenomenon is particularly significant in that trustees frequently followed the advice of the officials but listened with equal attention to their constituents. Thus, it becomes essential that board officials become well acquainted with the public constituencies of the various trustees. Officials who choose not to acknowledge this decision making variable and remain largely uninformed of the board's constituency will likely lose their influence effectiveness and position tenure rapidly.

This implication further suggests that schools in the future will change more rapidly to accommodate the wishes of the public. Trustees who listen closely to parents and the public will eventually seek to have these parents' and communities' wishes implemented into board educational policies. Whether a school public be conservative or liberal, or enlightened or despotic, the school system will ultimately reflect this public's strongest wishes.

d) This board was imminently conscious of the costs of the entire spectrum of the educational service it provided. Nevertheless, arbitrary decisions were still made in this area.. Sharf, for example, said at one point that he would rather pay \$5,000 for an air conditioner for a school in his area than \$500 for a supervisory officer to attend a conference. The reason for this was that his constituents were phoning him about this problem constantly and he wanted to satisfy them.

Another highly arbitrary decision was the one made to increase the administrators' salary. This decision to grant a suggested increase took approximately fifteen minutes with very little discussion. The officials' advice provided on this matter was accepted as accurate and adequate, and the increase received quick majority acceptance. On the other hand, the salary increase negotiated by the teachers of this same system received overt and extensive resistance from the majority of this board. As well, the teachers' salary issue persisted throughout the duration of this data collection. A general opinion of the board members appeared to be that teacher salaries

are too high and it was time to 'hold the line'.

However, inspite of these noted arbitrary inconsistencies, this board was genuinely concerned about costs, especially about increasing costs. According to TABLE TWENTY-TWO, page 339, the cost variable was identified to rank fourth out of fourteen. By virtue of this high ranking, this variable was regarded as a primary decisional variable, (page 340) and suggested that trustees take their responsibilities of financial accountability seriously and that they sought to convey to their public a responsible use of school designated financial resources. It must however, be mentioned that other decisional variables appeared as more important to this board than the fiscal one. The implication drawn from this is that the decisional process variables of receiving information, finding out the positions held by the officials and knowing what the electorate might want, superceded the fiscal concern held by this board. In actuality it would appear that this board placed more emphasis on knowing that the quality of its decision was satisfactory than to concentrate extensively on the cost aspect of a decision. But, it is also important to report that this board would not make a final decision until the cost factor had been adequately debated and explored.

A governance implication that assumed marked credibility at this point revealed that an urban board would not arrive at a final decision on an issue if its financial implications could not be made clearly known. This information should be of particular assistance to board administration and administra-

tive officials. For unless they can provide a detailed perspective and a description of the financial ramifications of a proposal put forward, no decision relevant to such a proposal will be reached by the board.

It is also important to report that school boards should be more aware of the arbitrary financial decisions made by themselves from time to time. In this case, the hurried decision over the administrators' salaries in contrast to extensive and overt resistance to arriving at a settlement for teachers' salaries, sorely aggravated the already strained working relationship between this board and its teachers.

e) As has been mentioned earlier in the discussion of this board's administrative officials, trustees of this board expressed much resistance to being perceived as 'rubber stamps' of its administrative officials. The oblique inference provided by this expression of resistance identified participatory decision making to be important. The trustees of the board under study displayed their insistence on meaningful decisional participation by structuring decision making processes whereby their participation was not only equal to that of the board officials, but generally weighted in their own favor by sheer numbers alone. Examples may be cited in the issues of hiring a supervisory officer (the original short listing committee), the promotion of teacher candidates to positions of principals and vice-principals, the writing of a discipline report, the Task Force on Multiculturalism, and the committee in charge of locally contracted teacher working conditions.



The governance implications of this for an urban board is that board members do not want to perform a token service only. In the case of this board, its disposition in this area appeared to frustrate the administration at times, for trustees frequently entered areas of school system functions which were previously regarded as purely administrative. This may have led one of its chief administrators to say recently, "The toughest part of the job is trying to read the collective mind of the board and trying to judge how they might act on a certain issue."<sup>478</sup>

Such a forceful desire and insistence on decisional participation by a board may ultimately exert an impressive influence on the type of administrators that will be appointed in the future. Those who are unacquainted with current board decisional proceedings and emphasis and who do not display a willingness to work in this arena, will generally not be appointed. Boards will, it is being suggested, look for academic excellence and educational leadership in their future appointments, but they will also look for persons fully prepared and qualified to function in a participatory decision making environment in which autocratic and overly assertive leadership styles are not accepted. In fact, such leadership styles are being resisted with vigor.

f) Teachers, although not the greatest single influence on board decision making, did exert an identifiable impact on decisions reached by this board relative to the conditions and terms of their employment and professional services.

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<sup>478</sup>Toronto Star, June 30, 1978 C4.

According to the earlier self perception profiles (TABLES TEN to TWENTY, pp. 314-335), trustees attributed a mean rank of 7.05 out of 14 to the teacher variable as a decisional determinant. This mean, it should be noted, was greatly affected by two trustees, Wilson and Peters, who ranked this variable 12.5 and 12. Seven of the remaining trustees ranked it 7 or lower indicating the teachers do actually exert a greater influence than that 7.05 mean rank indicated.

In terms of school board governance, it appears as though the teacher variable has increased in prominence as a board decisional determinant. This newly identified influence that teachers have, as a collective body, on a board that employs them, implies an even greater influence in the days ahead. By way of illustration, this board under study did not hesitate to devote four hours of prime meeting time to grapple with a documented abrasive expression of dissatisfaction by its teachers over a board decision regarding an issue of teacher redundancy. An immediate board response of this nature suggests that a board will go out of its way, or go the second or even third mile, to maintain good working relationships with its teachers. This finding further suggests that a distinct possibility exists for teachers to exploit a basic good will orientation of a board and thereby gain unfair employment advantages.

A future implication of this study for boards is that more attention must be paid to board responses to teacher demands and issues. It appears correct to state that for the sake of amiable board-teacher relationships, a board may respond to teacher related issues in an excessively conciliatory manner. In doing so a board would minimize its own effectiveness as a publicly elected governing body through permitting excessive influence to emanate from a smaller but highly effective pressure and interest group. It is the opinion of this researcher that this board studied was not fully aware of its own sensitivity and responsiveness to the teacher demand decisional stimulus. Consequently, it is implied, this board was not capable of fully assessing the level of its own compliance with the wishes of this powerful interest or pressure group. It is further being suggested that a degree of board detachment from such strong decisional influences is strategically important for the retention and maintenance of democratic decision making processes, and for facilitating specific decisions of objectivity and quality. A board that refuses to detach itself from such influential variables would surely run the risk of making decisions far removed from the wishes of its voting public. Not to distance itself from highly influential variables would surely impair the quality of this board's collective judgment, a collective judgment of wisdom that has remained a mainstay of democratic gover-

nance and public decision making.

g) School trustees do not take personnel matters lightly. This decisional variable did not appear as one of the fourteen specifically identifiable decisional determinants in this study. However, the phenomenon of intense concern over personnel matters did appear again and again in the raw data. In view of this finding it is important to state that the trustees of this board fully acknowledged their reliance on their appointed officials for information and counsel. But it was also these same trustees who adamantly stated that they would not serve as 'rubber stamps' to the officials. This latter position, it was noted, was most clearly evidenced in board debate on personnel related matters. In this study the hiring of a supervisory officer, the processes of promotions and the dismissal of teachers all attested to this board's deliberate participation in and influence on decisions of a personnel nature. In fact, it was the issue of hiring a supervisory officer that prompted speculation on an employed administrator's resignation because of his assertively directive position on the actual hiring process.

The implications here for board governance suggest that a school board takes its personnel and personnel issues most seriously. The entire domain of public education is a human enterprise and a board's frequent reference to the child in the classroom may also be interpreted as a board's concern over who is to work in the system that provides for this child's education. This researched school board took great pains to select

the best personnel available for various vacancies or newly determined positions. Each trustee, in fact, took personal interest in such matters. It is suggested here that school board administrators and other appointed officials must remain particularly aware of the trustees' orientation toward personnel related issues. If officials interfere or in some manner disrupt and distort a board's processes of selecting what it perceives to be the most suitable candidates, much conflict between themselves and their employing board will ensue. A distinct possibility also exists, should such conflict occur, of shortened tenure for the appointed officials.

On the other hand, this study implies that a schoolboard should consider more fully the intense interest individual trustees take in personnel matters. It follows that decisional processes should be devised for maximum trustee participation in such matters. These processes, it must be cautioned, should ensure that all candidates for appointment, promotion and/or dismissal receive fair and objective attention. The counsel and perception of appointed officials, it has been identified, serve a board well in such matters and should not be regarded by trustees with excessive defensiveness. However, to contract for employment remains the board's ultimate responsibility and, according to this study, a board will accomplish this function if the opinions and the positions of its appointed officials are known, ample discussion and trustee participation has occurred, and adequate, accurate and clarified information has been made available to the board in its decision making processes.

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APPENDIX ONE

INTERVIEW-QUESTIONNAIRE DESIGN

TRUSTEE INTERVIEW QUESTIONNAIRE

PART ONE

BOARD IDENTIFICATION: I II III

TRUSTEE IDENTIFICATION: A B C D E F G H I J K L M  
N O P Q R S T U V W X Y Z

TRUSTEE DEMOGRAPHIC AND PERSONAL  
INFORMATION

1. DEMOGRAPHIC

1. Total number of years spent as an elected trustee.

2 4 6 8 10 12 14

2. Total number of years as a trustee with this board.

2 4 6 8 10 12 14

3. Age: 20-25 26-30 31-35 36-40 41-45 46-50 51-55 56-60 61-65.

4. Sex: M F

5. Marital status: married single other \_\_\_\_\_

6. How many years of University training do you have? \_\_\_\_\_

Degree(s) \_\_\_\_\_

7. How many children do you have in your present school system?

\_\_\_\_\_ In what grade(s) are they? \_\_\_\_\_

8. What culture or ethnic group are you a-member of? \_\_\_\_\_

2. POSITION AS A TRUSTEE

9. If you hold another job, what is your type of work? \_\_\_\_\_

10. How many hours per week (average only) do you spend on board related work?

5, 10, 15, 20, 25, 30, 40

11. How much time was required for you as a new trustee to become familiar enough with the school system to contribute knowledgeably to the decision making process of the board?

2-4 months 5-7 months 8-10 months other \_\_\_\_\_

12. How much influence are you as a trustee exerting on decisions made by your board?  
a) none    b) very little    c) somewhat    d) very much
13. How satisfied are you in your position as a trustee?  
a) dissatisfied    b) indifferent    c) satisfied    d) very satisfied
14. What is your reason for your answer in question 13?

PART TWO

CONTEXTUAL VARIABLES

1. COMMUNITY CHARACTERISTICS

1. State the adult population of your ward. \_\_\_\_\_
2. State the student population of your ward. \_\_\_\_\_
3. Name the ethnic populations represented in your ward. \_\_\_\_\_  
\_\_\_\_\_
4. How many public schools do you have in your ward? \_\_\_\_\_
5. Describe the socio-economic status of your ward: \_\_\_\_\_
  - a. average annual income per family is \_\_\_\_\_
  - b. do both parents hold regular jobs \_\_\_\_\_
  - c. what percentage receive welfare \_\_\_\_\_
6. Is your community united on educational expectations? Yes \_\_\_ No \_\_\_
7. Comment on these expectations of your school community?

8. How well is your whole school jurisdiction able to finance its educational services?

9. Describe the political culture of your ward.

a. How many in your ward participate actively in school system affairs?

a few      a lot      none

b. How frequently are you contacted by community pressure and/or interest groups?

once a week    twice a week    once a month    other \_\_\_\_\_

c. How frequently is your board contacted by community pressure groups?

once a week    twice a week    once a month    other \_\_\_\_\_

d. How many delegations from your ward have appeared at board meetings?

a) in the past month \_\_\_\_\_ issue(s) \_\_\_\_\_

b) in the past  $\frac{1}{2}$  year \_\_\_\_\_ issue(s) \_\_\_\_\_

e. Do members of your school community participate actively in provincial or federal politics?

f. What is the average percentage voter turn out for school board elections?

\_\_\_\_\_ (Your ward)

g. How many trustees of your board were elected by acclamation? \_\_\_\_\_

h. Is it difficult to get people to run for board offices? Yes \_\_\_ No \_\_\_

i. What is the incumbent ratio of trustees returned to office? \_\_\_\_\_

j. How much media coverage do you receive?

Press: none      some      much      very much

Radio: none      some      much      very much

T.V.: none      some      much      very much

10. Is your ward a stable or changing one? i.e., people moving in and out
11. Do community structures exist that are conducive to school-community conflict? i.e., organized ethnic groups, powerful community leaders, competing municipal structures re: financial resources
12. How would you describe the school community relations in your ward?  
cooperative    suspicious    supportive    hostile    other \_\_\_\_\_

DECISIONAL CONTINGENCIES AND RESOURCES

11. PERSONAL CHARACTERISTICS OF SCHOOL AUTHORITIES: OFFICIALS AND TRUSTEES:

A. SENIOR ADMINISTRATIVE STAFF

13. How much prestige do board officials have in your system?

	hold in high regard		hold in low regard	
a. with the school board	1	2	3	
b. with the public	1	2	3	
c. with the teachers	1	2	3	

14. How do you feel about the salaries paid your officials?

15. Does your staff display a high motivation for serving the community through education?

yes    no

16. Describe the leadership skills evident of your officials as they work in their professional capacity. i.e., taking initiative, knowledgeable source of information, communication skills



17. Sex distribution of officials:

Male \_\_\_\_\_

Female \_\_\_\_\_

Average Age \_\_\_\_\_

Average Age \_\_\_\_\_

B. ROLE OF THE DIRECTOR

AT BOARD MEETINGS:

18. What does your director do during Board meetings?

19. How often does he speak?

20. Where does he sit?

21. Is there any difference in his behavior between open and closed Board meetings?

DIRECTOR'S REACTION TO PROBLEMS:

22. How would you react to each of the following?

a. Your director argues vigorously against a policy the Board strongly supports?

b. Your director makes a series of decisions you think are good for the community, but unpopular?

c. He doesn't participate in local civic affairs?

d. How would you have handled the teacher's strike, over-hiring of staff, or issue of multi-culturalism if you had been director?

C. TRUSTEES

23. How much prestige do trustees have in your system? (1=low regard, 3=high regard)

	a)with board officials			b)with the public			c)with teachers		
	1	2	3	1	2	3	1	2	3
SHARF	1	2	3	1	2	3	1	2	3
PIRA	1	2	3	1	2	3	1	2	3
LANE	1	2	3	1	2	3	1	2	3
WILSON	1	2	3	1	2	3	1	2	3
GRAHAM	1	2	3	1	2	3	1	2	3
CAIRNS	1	2	3	1	2	3	1	2	3
DAWSON	1	2	3	1	2	3	1	2	3
ROGERS	1	2	3	1	2	3	1	2	3
PETERS	1	2	3	1	2	3	1	2	3
HANSON	1	2	3	1	2	3	1	2	3

24. How does your own income compare to that of your community?

- a. equal to average income of your ward
- b. below the average income of your ward
- c. above the average income of your ward
- d. much above the average income of your ward

25. Why are you a trustee?

26. What indications of leadership do you see coming from trustees in their official capacities? i.e., taking initiative, knowledgeable, gaining community support for issues, etc.

THE ROLE OF THE TRUSTEE:

27. What are the qualifications needed to become a trustee in your ward?

Legal-

Personal-

28. How did you tackle the job of learning to become a trustee?
29. What formal and informal procedures exist for the orientation of new members to a board?
30. Who helped you the most in learning your job as trustee?
31. Do changes in board membership affect board operations much?
32. Can you function as a representative of the whole community or must you use your own discretion at most times in the decision making process?
33. Did your director encourage any new board members to run for office?

D. BOARD ORGANIZATION

34. How are the chairman and vice-chairman of your board elected?
35. On what basis are they chosen?
36. Were you contacted by persons running for the chair or/also by persons on behalf of person running for the chair?

yes \_\_\_\_\_ no \_\_\_\_\_

37. Did you encourage a particular trustee to run for this office and try to gain support from other trustees?

yes \_\_\_\_\_ no \_\_\_\_\_

38. Did you campaign for other candidates who you felt should be on the board?

yes \_\_\_\_\_ no \_\_\_\_\_

39. How and on what basis are committee chairpersons selected?

40. If you had the choice, would you organize the board structure differently?

III SCHOOL GOVERNMENT CHARACTERISTICS

41. How partisan are trustee elections in your ward?

42. Are partisan characteristics evident during Board Meetings? Yes \_\_\_ No \_\_\_  
Are your own partisan views reflected in your process of policy setting?

43. Does your board frequently consider Ministry guidelines when establishing policy?

44. a. Does your board have a close affiliation with coterminous municipal governance structures? i.e., parks and recreation, etc.

yes \_\_\_\_\_ no \_\_\_\_\_

b. Does your board facilitate community participation (per ward) prior to decision making on vital issues? Yes \_\_\_\_\_ No \_\_\_\_\_

How important is this to you?

45. How many trustees do you have per ward? \_\_\_\_\_

46. How large is your board? \_\_\_\_\_

IV SCHOOL SYSTEM CHARACTERISTICS

47. Does your system have well defined goals? Yes \_\_\_\_\_ No \_\_\_\_\_

How diffuse are these?

48. How vulnerable is your system to influence and pressures from the community or beyond?

49. How can you sense when conflicts exist between your system and the community? (Your ward)

50. How do you feel about your teachers?

51. Do you see your educational system as having problems of formal coordination and control? Yes \_\_\_\_\_ No \_\_\_\_\_ Comment:

52. Do trustees regard themselves as professional trustees? Yes \_\_\_\_\_ No \_\_\_\_\_  
Does your board display an interest in professional development for itself?

V DEALING WITH ISSUES

53. On what basis do you make up your mind about routine board issues?

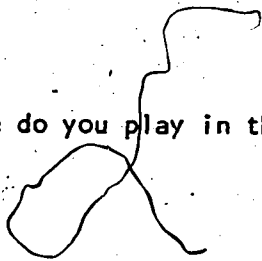
54. How often do the following contact you when a vital issue has to be considered by the board?
- a. Board officials
  - b. Members of the community
  - c. Teachers
  - d. Others

CONTROVERSIAL ISSUES:

55. What steps does your board follow in deciding on a difficult or controversial issue?

- a.
- b.
- c.

56. What role do you play in this process?



57. How often does the board take your advice on such issues?

58. Whose advice does the board usually take in such cases?

59. Does the board usually discuss controversial issues well before they drastically affect your system?

Yes \_\_\_\_\_ No \_\_\_\_\_

60. Can you usually predict a vote?

Yes \_\_\_\_\_ No \_\_\_\_\_

61. Does debate make a difference in the way you vote on issues?

a. routine yes \_\_\_\_\_ no \_\_\_\_\_ sometimes \_\_\_\_\_

b. controversial yes \_\_\_\_\_ no \_\_\_\_\_ sometimes \_\_\_\_\_

Comment:

62. What controversial issues would you be reluctant to bring before the board?
  - a. in an open meeting
  - b. in a closed meeting
63. Does your board find it helpful to talk over particularly difficult problems informally with people in the community?

With whom do you talk on such issues?

64. Whom would you nominate to a committee in order to push through a major educational issue or project?
65. Does your board handle conflicting or highly controversial issues in closed or open sessions?
66. Name three issues that were handled in closed sessions within the past six months.

#### VI RELEVANT RESOURCES

67. What is your board's greatest source of expertise on matters of education?
68. Where do you go for advice on board policy matters?
69. How often do you contact teachers about pending policy decisions?
70. When and how often do you contact board officials other than the director about issues that need your decision?

OBSERVED BEHAVIOR

VII THE DECISION MAKING PROCESS

71. Are you swayed by actual discussion in board meetings or is your mind usually made up well in advance?
72. Whom do you take cues from prior to a vote? \_\_\_\_\_  
On what issues?
73. How many trustees do you respect as trustees on your board?  
\_\_\_\_\_
74. At what point prior to a vote, are you able to complete your decision?
75. Do you deliberately try to influence other trustees on certain issues?  
Yes \_\_\_ No \_\_\_  
How do you do this?
76. How many trustees of your board do you meet socially?  
\_\_\_\_\_
77. Whom do you meet socially among your constituents?
78. Are most of your social contacts outside of your ward?  
Yes \_\_\_ No \_\_\_
79. Please comment on the informal communications network operative among the members of your board.
- a. How often are called by a trustee? \_\_\_\_\_  
Why
- b. How often do you call another trustee? \_\_\_\_\_  
Why



c. How often do you talk to your director after a board meeting?

What issues do you generally talk about?

d. Do you often talk to other trustees after board meetings? \_\_\_\_\_

e. Do you usually talk to the same ones re: d.? \_\_\_\_\_

f. Does your director spend an equal amount of informal time with all trustees?

g. If not re: f., whom does he generally speak to after board meetings?

h. Does this informal communications network greatly influence your decisions about board issues?

i. If you participate in this network, why do you do so?

80. What do you believe that your role as an elected representative of a specific constituency is? i.e., representative or delegate orientation, etc.

APPENDIX TWO

FORMAT GUIDE FOR TAKING FIELD NOTES OF BOARD MEETINGS  
(Public, Private, and  
Committee meetings  
and Work Groups)

FORMAT FOR TAKING FIELD NOTES OF BOARD MEETINGS (Public and Private), COMMITTEE MTGS., WORK GROUPS.

Board: \_\_\_\_\_ Date of Meeting: \_\_\_\_\_

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<u>Name of Trustee</u>	<u>Comments and Participation</u>	<u>Issue /s</u>	<u>Vote</u>	<u>Decision Making Hypotheses</u>

ADDITIONAL OBSERVATIONS

APPENDIX THREE

RECORD FORMAT FOR RECORDING ALL FIELD NOTES OF BOARD MEETINGS  
(Including Public, Private,  
and Committee meetings and  
Work Groups)

CUMULATIVE

RECORD OF ~~FIELD~~ NOTES OF BOARD MEETINGS (Public & Private). COMMITTEE MEETINGS, WORK GROUPS

Board: \_\_\_\_\_ Trustee: \_\_\_\_\_

\*\*\*\*\*  
Date: \_\_\_\_\_ Comment and Participation Issue/s Decision Making Hypothesis

Date: _____	Comment and Participation	Issue/s	Decision Making Hypothesis

\*\*\*\*\*

Date: _____	Comment and Participation	Issue/s	Decision Making Hypothesis

\*\*\*\*\*

Date: _____	Comment and Participation	Issue/s	Decision Making Hypothesis

APPENDIX FOUR

RANKING FORMAT COMPLETED BY ALL TRUSTEES AND USED TO  
DETERMINE HOW THE FOURTEEN DECISIONAL DETERMINANTS WERE  
PERCEIVED BY EACH TRUSTEE, AND BY EACH TRUSTEE FOR EVERY  
OTHER TRUSTEE OF THIS BOARD

# THE ONTARIO INSTITUTE FOR STUDIES IN EDUCATION

252 BLOOR STREET WEST, TORONTO, ONTARIO, CANADA M5S 1V6 TELEPHONE 923-6641

September 22, 1977

TO: The Trustees of The Board of Education for (URBAN BOARD)

RE: A STUDY OF URBAN TRUSTEE DECISION MAKING

An analysis of the field data collected from The Board of Education for (URBAN BOARD) has allowed for the identification of fourteen primary decision making determinants that are used by the trustees of this board in arriving at decisions on specific board related issues.

The validity of this analysis must now be tested and I need your help again. Your response to my request is highly important to this study. To assist in testing the validity of this decision making analysis for each individual trustee and for your whole board, could you please do the following two things:

1. OF THESE DECISIONAL DETERMINANTS RANK ONLY THE TEN MOST IMPORTANT ONES IN THEIR ORDER OF IMPORTANCE FROM ONE (highest importance) TO TEN (least importance) AS THEY APPLY TO YOURSELF SPECIFICALLY.

(Place the ranking number you choose - 1 through 10 - in the vertical column of boxes that appears under your name on the attached list of decisional determinants)

2. THIS REQUEST IS TOUGHER, BUT OF EQUAL IMPORTANCE TO THE FIRST REQUEST. PLEASE RANK THE DECISIONAL DETERMINANTS FROM ONE TO TEN AS YOU PERCEIVE THEM TO APPLY TO OTHER TRUSTEES ON YOUR BOARD. IF YOU CANNOT FIND THE TIME TO DO THIS FOR ALL NINE OTHER TRUSTEES (this would allow for optimum analysis accuracy) PLEASE DO SO FOR AT LEAST FOUR OF THEM. (If you are ranking only four whose decision making criterion you are most familiar with, follow the same procedure as in #1.)

This study is not complete but the end is in sight. The analysis of the data is almost finished, although much of the actual reporting of the findings must still be written.

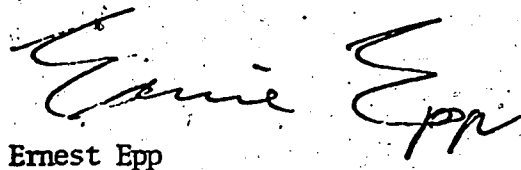
I hope the findings (and they are confidential) provided for you in this memo, are of as much interest to you as they are to me.

I will try to get in touch with you by telephone before Monday, Sept. 26 to answer any questions you may have about this last request of mine.

Would it be possible for me to collect your completed rankings on Monday night Sept. 26, just before the board meeting?

Thank you for your most helpful responses previously and again for this anticipated response.

Sincerely yours,



Ernest Epp



