ISSUES AND INFLUENTIALS--THE DECISIONAL PROCESS IN SCHOOL
DISTRICT REORGANIZATION.
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DESCRIPTORS- *POLICY FORMATION, *SCHOOL DISTRICTS, *SCHOOL
REDISTRICTING, *COMMUNITY LEADERS, *DECISION MAKING, POWER
STRUCTURE, COMMUNITY INFLUENCE, NORMAL,

A STUDY WAS MADE OF A REPRESENTATIVE MIDWESTERN SCHOOL
DISTRICT TO DETERMINE SCHOOL LEADERS' AWARENESS OF (1)
INDIVIDUALS WHO WERE INFLUENTIAL IN THE DECISIONMAKING
PROCESS FOR SCHOOL DISTRICT REORGANIZATION AND (2) ACTIONS
PERFORMED BY EACH INFLUENTIAL INDIVIDUAL IN THE DECISIONAL
PROCESS. THE RESEARCH PROCEDURE INCLUDES IDENTIFICATION AND
RANK ORDERING OF PUBLIC LEADERS, GENERAL COMMUNITY LEADERS,
AND SCHOOL DISTRICT REORGANIZATION LEADERS AS PERCEIVED BY
SCHOOL LEADERS, HEADS OF VOLUNTARY ASSOCIATIONS, AND PUBLIC
LEADERS. THE DECISIONAL PROCESS IS DEFINED IN FIVE
STAGES--INITIATION OF ACTION, POLICY DELIBERATION, ORGANIZING
FOR POLICY SUPPORT, LEGITIMATION, AND IMPLEMENTATION. LEADER
ELEMENTS ARE RELATED TO THE DECISIONAL PROCESS IN A MATRIX
MODEL, COORDINATING THE FIVE STAGES WITH THREE DIMENSIONS OF
POWER--POSITIVE POWER, VETO POWER, AND FILTER POWER. TEN
FINDINGS OF THE STUDY GENERALLY CONFIRM THAT SCHOOL LEADERS
AND HEADS OF VOLUNTARY ASSOCIATIONS ARE EQUALLY CAPABLE OF
IDENTIFYING INDIVIDUALS MOST INFLUENTIAL IN BRINGING ABOUT
SCHOOL DISTRICT REORGANIZATION. RETENTION OF CONTROL OVER
FINANCIAL RESOURCES WAS THE PRIME CONSIDERATION WHICH BROUGHT
ABOUT THE INITIATION OF SCHOOL DISTRICT REORGANIZATION. THIS
MATERIAL WAS SUBMITTED AS A DISSERTATION TO THE ILLINOIS
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ISSUES AND INFLUENTIALS: THE DECISIONAL PROCESS IN SCHOOL DISTRICT REORGANIZATION

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ISSUES AND INFLUENTIALS: THE DECISIONAL PROCESS

IN SCHOOL DISTRICT REORGANIZATION

Introduction

School policy-making often becomes entangled with
other areas of public decision-making in communities faced
with the prospect of rapid change. One issue that often
becomes enmeshed with other community decisions is the
proposal for school district reorganization. This is partly
due to the fact that in many states this issue must be
resolved by the voters, rather than left to the discretion
of school board members and school administrators. The
question is: What determines the action taken by voters?

The way a citizen votes on a proposal depends on
his awareness of the possible outcomes of the various
alternatives involved. For various reasons, certain
individuals--influentials--in a community may either
support or reject a proposal being brought to a vote. The
manner in which these influentials promote or reject a
proposal has been found to have great influence on the
formation of voter opinion and, consequently, on the out-
come of the referendum. The local school board of educa-
tion, though given the legal responsibility for creating
policy for the schools, cannot always act independently to
determine what that policy shall be. This being the case,
the writer made the following assumptions:

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1. As yet it is neither possible to
    accurately predict who nor how many
    citizens will play a prominent role
    in deciding school policy referred
    to the voters.

2. Without better guidelines to predict
    who the locally influential people may
    be, school leaders run the risk of
    making decisions based only on manipu-
    lated information--that information
    filtered to them by others bent on
    goals not necessarily related to the
    improvement of public education.

3. Case studies are needed to determine
    whether certain persons in a selected
    community exert a disproportionate degree
    of influence upon the decision-making
    process regarding school district re-
    organization.

Purpose and Description of the Study

The purpose of this study was to 1) identify the most
influential individuals in the Delta School Distrct, 2) de-
termine the action taken by each in the decisional process
for school district reorganization, and 3) analyze these
actions to determine at what stage in the decisional process
each influential participated, and the type of influence he
exerted.

The procedure used in this study was an adaptation of the "reputational approach," supplemented by an analysis of the Delta School District reorganization process followed through five stages: 1) initiation of action, 2) policy deliberation, 3) organizaing for policy support, 4) legitimation, and 5) implementation. Actions taken at each of these five stages in the decisional process were further classified into positive, veto, and filter power acts.

Initially, individuals in two nominating groups, school leaders and association heads, were each interviewed and asked to identify the most influential individuals in the Delta School District. Influential individuals were classified as public leaders, general community leaders, and school district reorganization leaders. The public leaders, acting as a third nominating panel, were also asked to identify the most influential individuals in the Delta School District. Selections made by the three nominating panels were compared to determine to what degree all three panels perceived the same people as being influential in community decision-making.

The data accumulated from the perception of influence interviews did not readily conform to statistical treatment other than relatively simple tabulations, percentage, and rank-order listings. With six comparisons, however, a Spearman rank-difference correlation was used. Two problems that were encountered which limited the use of statistical

treatment of the data were: 1) the leadership groups were in some cases composed of different numbers of individuals, and 2) no two groups included exactly the same individuals.

A second and final part of the study describes the decisional process involved in the formation of the Delta School District, including the actions taken by those involved in the process. The decision-making model was developed and used to develop a structure for analyzing the decisional process. While not all of the cells in the model were represented in the analysis, the model did serve as a useful instrument. Use of the model revealed the patterns of leadership that resulted relative to the decisional process in school district reorganization.

General Findings

The ultimate objective in this investigation was to determine if school leaders were aware of 1) who the influentials actually were in the decision for school district reorganization, and 2) what actions each influential performed in the decisional process.

The major findings of this study reveal:

1. In the Delta School District school leaders and association heads are equally capable of identifying influential individuals.

2. In the Delta School District school leaders are able to identify those individuals who are most influ ntial in bringing about school district reorganization.

3. There is a monolithic power structure in the Delta School District.

4. Women are not a part of the community power structure of the Delta School District.

5. The fact that five men were perceived to be influential in all areas of community decision-making, suggests that a "pyramid of power" existed in the Delta School District.

6. Retaining control over financial resources was the prime consideration which brought about the initiation of school district reorganization in the Delta School District.

7. The use of the paradigm of decision-making described in this study, was a suitable method for analyzing the decisional process involved in the formation of the Delta School District.

8. Public leaders were the most influential individuals in initiating school district reorganization in the Delta School District.

9. Public officials are most often the public leaders in the Delta School District.

10. There were no influential individuals living in the Delta School District at the time of reorganization who operated "behind the scenes" to control the decision for school district re-organization.

Implications

As a result of the research conducted for this study, the following implications for public educators are indicated:

1. The method used in this study to identify the leaders in a school district could be used by school administrators new to a community.

2. This study has demonstrated a technique that can be used to study decision-making in other school districts. Actions taken by community leaders can well be categorized and analyzed using the paradigm designed for use in this study. Further use of this approach would make it possible to compare the findings of studies conducted to analyze like issues.

3. This study has demonstrated that even though educators were aware of the community's power structure, it was still necessary for school leaders to appeal to members of this power structure to bring about school consolidation. However, it was only when circumstances prevailed in the community that threatened the then present school structure that changes could be brought about. This would imply that in bringing about school consolidation, changes in circumstances are just as important as the school leaders awareness of a community's power structure.

APPENDIX A

Methodology

METHODOLOGY

Introduction

A review of the research on community decision-making
reveals that such studies are criticized for two reasons.
First, although research designs vary and the communities
studied differ in many aspects, there has been no basis de-
veloped for comparing the results of the research concerning
community decision-making. Second, there has been little
research conducted to determine the influence of admini-
strators, especially school administrators, in policy
formulation.

A method is proposed here which when used to study like
issues in different communities, will make it possible to
compare the results of these studies. The method has two
foci, the activity of the individual or group, and the kind
of influence exerted by individuals or groups involved in
the community decision-making process. A description of each
of these focal points follows.

Determination of Action

In order to classify the type of action that individuals
or groups carry out to help decide how community issues will
be resolved, it is helpful to dissect the decisional process
into different steps or stages. In so doing, it is possible
to group similar actions into categories as suggested by
the steps in the decisional process. For instance, at some

point every decision must be initiated. There are many ways
a decision may be initiated, but in every decisional process
this type of action must take place. The same is true for
other actions which are associated with different steps in
the decisional process. The decisional process has been
divided into different steps by both Jennings and Agger.

Jennings suggests five stages in the decision-making
process: (1) initiation of action, (2) fixing priorities or
allocating certain preferred values, (3) utilizing resources
for gaining acceptance of chosen alternatives, (4) legiti-
mation, and (5) implementation.[1] Agger and his associates
break down the decision-making process in a similar manner,
identifying six stages and one event in the process. Agger
suggests these six stages and one event: (1) policy formu-
lation, (2) policy deliberation, (3) organization of policy
support, (4) authoritative consideration followed by the
event--decisional outcome (which Agger does not consider as
a stage), (5) policy promulgation, and (6) policy effectu-
ation.[2] The steps in the decision-making process suggested
by Jennings and Agger are almost identical except for the
extra step and event that Agger includes in the process.

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[1]M. Kent Jennings, Community Influentials: The Elites
of Atlanta, New York: The Free Press of Glencoe, Inc.,
1964, pp. 107-109.

[2]Robert E. Agger and others, The Rulers and the Ruled,
pp. 40-51.

Agger argues that the decisional outcome is an event and not part of the process. Immediately following the event, Agger suggests a fifth stage--policy promulgation--which he describes as the official statement of policy. Jennings does not include this as a separate step in the decision-making process. Otherwise, the two listings of stages in the decision-making process are very nearly alike.

The stages in the decisional process, as suggested by Jennings and Agger, can be used to categorize actions taken in a community decision-making process. When studying like issues, such a categorization would allow the initiatory activities used in one community to be compared with the initiatory activities used in other communities. In like manner, the actions taken at other stages in the decisional process could be compared. It then could be determined at what stage in the decisional process individuals, groups, formal organizations, and government agencies enter, exert influence, and withdraw. There remains, however, the question: What kind of influence was exerted?

Determination of Influence

Jennings suggests three kinds of influence which he refers to as types of power. Basically, the three types of power are: (1) positive power, those actions a person takes to promote a proposal he favors; (2) negative or veto power, those actions a person takes to oppose a proposal; and (3) filter power, those actions a person takes when he regulates

or manipulates information given to others who are able to achieve or prevent a given outcome.[3]

Focusing on these two dimensions, the different stages in the decision-making process and the different types of power reflected in the various actions, the method of study proposed here will make it possible to accomplish three objectives. First, it will be possible to determine at what stage in the decisional process individuals, groups, formal organizations, and government agencies enter, exert influence and withdraw. Second, it will be possible to classify those individuals, groups, formal organizations, and government agencies who supported, rejected, or manipulated others to support or reject proposed solutions to community issues. Third, by classifying actions according to different stages in the decisional process and the type of power exerted, it becomes possible to compare the results of studies conducted to analyze like issues occurring in different communities. This rationale forms the basis for the methodology used in the present study. The procedural steps will now be described in the following paragraphs.

Procedural Steps

The procedure for this study is divided into five major areas: (1) selection of the school district, (2) selec-

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[3]Jennings, pp. 108-109.

tion and comparison of leaders, (3) interviewing of public leaders, (4) a decision-making model for use in analysis, and (5) summary, conclusions, and recommendations.

Selection of the School District

Three factors were considered in the selection of a school district for this study. First, the district to be studied needed to be one which had very recently been reorganized from two or more school districts, so that the reorganization amounted to more than the mere annexation of one district by another. A second consideration involved accessibility. To be accessible to the writer the district needed to be geographically located within the Midwest. Third, the district needed to be of a size that a case study by one individual was possible. This is a critical factor, since many community studies are attempted only by using a team approach financed by special study grants.

Even though the selection of a school district was based on these three factors, there was no guarantee that the people in the district would be willing to cooperate in the study. Consideration of this problem made necessary the promise of anonymity to those people cooperating in the study. For example, each of the individuals who were interviewed and referred to in the decision-making process were assigned a fictitious name. Other changes in description were made when not to do so would reveal the identity of those in-

volved. However, a special effort was made to retain the

types and kinds of interrelationships of individuals involved

in the school district reorganization process. The school

district studied is referred to as the Delta School District,

Arrowhead County, located in a Midwestern rural area.[4]

Selection and Comparison of Leaders

Initially, two nominating groups were used to iden-

tify the individuals in the Delta School District who most

likely influenced decisions concerning district-wide issues.

One nominating committee was composed of the formal heads of

local voluntary associations.[5] The other nominating committee

was composed of school leaders, those individuals serving

as top school administrators or school board members in

school districts at the time just prior to school district

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[4]The factor of anonymity has been stressed by many re-
searchers. Although some identify the communities studied,
they do not reveal the identity of the individuals. For a
discussion on anonymity see Robert A. Dahl, Who Governs?,
New Haven: Yale University Press, 1961, pp. 335-336.

[5]Robert Schulze uses such a group to determine the pub-
lic leaders of Cibola. He compared the selection of the public
leaders selected by formal heads of local voluntary associa-
tions with leaders selected by a nominating committee made up
of political and civic officers, and those selected by a
nominating committee made up of a group of economic elites.
He found that the selections made by the three different panels
did not differ significantly. See Robert O. Schulze and
Leonard U. Blumberg, "The Determination of Local Power Elites,"
The American Journal of Sociology, 63: 290-296 (November,
1957).

Jennings uses a somewhat similar approach in his study
of Atlanta, with similar results.

reorganization.

Interview Questions Asked of Nominating Committee Members

   In an effort to determine which individuals are per-
ceived to be the leaders in public decision-making in the
Delta School District, each panel member of both nominating
panels was interviewed individually and asked the following
questions:

1. Suppose a major project was before your community,
  one that required decision by a group of leaders
  whom nearly everyone would accept. Which people
  would you choose to make up this group--regardless
  of whether or not you know them personally?

2. In most communities certain persons are said to
  have a lot to say about programs that are planned,
  projects, and issues that arise within the com-
  munity. What persons in the community are in-
  fluential in this way?

3. If a decision were to be made in the state capital
  that affected your community, who, besides local
  area members of the legislature, would be the
  best individuals to contact state officials?

4. Who, in your community, would be the best people
  to get in touch with federal officials in the
  state capital, or Washington, D. C.?

5. One of the issues that was recently brought before
  the community concerned school district reorgani-

zation. What persons in the community were in-

fluential in bringing about this reorganizations?[6]

Answers to the above five questions were used to de-

lineate a totality of community leadership. For each panel

separately, the individual responses to the questions were

combined in a final tabulation. The nominees were listed

in descending order according to the number of nominations

received. At times several people were each nominated the

same number of times. This occurred more often with individ-

uals nominated less frequently.

Based on the number of nominations received, it be-

came evident that some persons qualified to a greater degree

for inclusion in the list of leaders than did others. While

some individuals received as many as 20 nominations each,

others received only one. When several people each received

the same number of nominations, it was not possible to

distinguish who was the most influential. Therefore, it

was necessary to include or exclude whole groups of nominees.

The writer preferred to include only the 15 most in-

fluential people in each list of leaders. Since there were

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[6]These questions were adapted from those used by Schulze
in his study of Cibola. See Schulze and Blumberg, p. 292.
See also Robert O. Schulze, "The Bifurcation of Power in a
Satellite City," in Morris Janowitz, ed., Community Political
Systems, New York: The Free Press of Glencoe, Inc., 1961,
Appendix B, p. 74.
    Other authors have also used similar questions. See
Floyd Hunter, Community Power Structure, Chapel Hill, North
Carolina: University of North Carolina Press, 1953, pp. 62-66;
and Agger and others, pp. 378, 746-747.

groups of people, each nominated the same number of times, it was not always possible to select exactly the 15 most influential individuals. The inclusion of a group of influential individuals, each nominated the same number of times, depended on whether its inclusion made the list of leaders closer to 15 in number than would its exclusion. If the inclusion of a group made the list of leaders as much greater than 15 as its exclusion made the list less than 15, the group was excluded. Based on this selection process, the influential individuals, selected by the school leaders panel and the association head's panel, were designated as the <u>public leaders</u> of the Delta School District.[7]

Each of the public leaders, which had been nominated by the school leader's and the association head's panels, was asked the same five questions as stated above. Such a procedure further verified the nominations already made by the two panels.[8] Again, the same selection process was used

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[7]Schulze found that of a total of 271 persons nominated by this procedure, only 18 persons were frequently named. Jennings, using 20 key informants to designate the attributed influentials of Atlanta, found 59 out of 416 individuals nominated received 90 per cent of the votes.

[8]Such a two-step procedure has been used by many investigators. For a description of its use see Hunter, pp. 262-271; Agger and others, pp. 324-326; and Ralph B. Kimbrough, <u>Informal County Leadership Structure and Controls Affecting Educational Policy Decision-Making</u>, Gainesville, Florida: College of Education, University of Florida, 1964, Chapter 2 and 3. The controversy in the literature of community politics concerning the validity of identifying members of a community's power structure from the judgments of informants is yet unsettled. See especially Nelson W. Polsby, "Community Power:

as before. Nominations were combined and ranked as previously

described.

A rank order comparison was made of the selections of

the three separate panels. Such a comparison was used to

indicate the degree to which the three groups of nominated

influentials are composed of the same individuals, ranked

in the same order. The comparison reveals the degree to which

the three nominating groups view the same people as being

influential in the community.[9]

Using a similar ranking and comparison technique, the

individuals nominated as being influential in community

decision-making in general were ranked and compared with

those individuals nominated as being influential specifically

in the decision for school district reorganization. To make

this possible, questions one, two, three and four do not

specify a specific issue, while question five specifies

school district reorganization.

Some Reflections on the Recent Literature"; Raymond E. Wolfinger
"A Plea for a Decent Burial"; and William V. D'Antonio and others
"Further Notes on the Study of Community Power"; all in American
Sociological Review, 27: 838-854 (December, 1962). See also
the argument for the use of the procedure in Agger and others,
p. 325.

[9]Such a comparison is used by Schulze. See Schulze
and Blumberg, pp. 293-295. Jennings, using the same methodo-
logy, arrives at the same conclusion as does Schulze, i.e.,
the agreement between the three nominated lists of influ-
entials is high, even though ranking differs somewhat. See
Jennings, p. 25. The question here is: Are school leaders
aware of the individuals in the school district who may be
influential?

To allow this comparison to be made, answers to the first four questions were used to delineate a general category of community leadership, while answers to question five were used to delineate a specific category of educational leadership. Using this procedure, together with the ranking and comparison techniques described above, it was possible to determine to what degree school leaders, heads of voluntary associations, and <u>public leaders</u> view the same people as being influential in general community decision-making. In like manner, it was possible to determine to what degree school leaders, heads of voluntary associations, and <u>public leaders</u> view the same people as being influential in school district reorganization. Finally, it was possible to determine to what extent those viewed as influential in general community decision-making were the same individuals as those viewed as being influential in school district reorganization.

To further verify the degree to which the three nominating panels ranked alike those individuals selected as general community leaders, a Spearman's rank-difference correlation (Spearman's rho) was made of the selections of the three panels. Such a comparison was also made of the three panels' selections of school district reorganization leaders. The rho coefficients were tested for significance at the .05 leve of confidence.

<u>Interview Questions Asked of Public Leaders</u>

While all three nominating panels were asked the per-
ception of influence questions, only the <u>public leaders</u> were
asked interview questions designed to determine how different
individuals entered into and attempted to influence the out-
come of the decision for school district reorganization. In
addition, in order to help distinguish one leader from another,
general questions concerning the personal characteristics of
<u>public leaders</u> were also asked. However, since anonymity was
assured each interviewee, personal data has been used only
in a very limited way.

Basically, the interview consisted of three parts: (1)
questions concerning the identification of those individuals
in the Delta School District who most likely influenced
decisions concerning district-wide issues, (2) questions
regarding personal characteristics of the individual, and
(3) questions regarding the individual's activity in the
decisional process for school district reorganization. Since
questions in part one, above, have been previously stated,
only those in parts two and three are discussed in this section.
<u>Questions Regarding Personal Characteristics</u>. Answers to
questions regarding personal characteristics are treated in
an anonymous or a statistical manner, so as not to divulge
the true identity of the individual. The following questions
were asked:

    1. About how long have you lived in the Delta School
       District?

2. Are you married? Do you have any children? What
    are their ages?

3. What amount of schooling have you completed?

4. Of what organizations are you a member?

5. What is your present occupation?

Questions Regarding Involvement in the School District Re-
organization Issue. Questions regarding involvement in the
school district reorganization issue were phrased to encourage
individuals to relate the interrelations of their own actions
with those of others. Emphasis was put on the way the indi-
vidual contributed to the process of decision-making. The
following questions were asked:

6. What position did you take in regard to the recent
    school district reorganization issue?

7. Who initiated action for school district reorgani-
    zation? How did they go about initiating action?

8. What made school district reorganization desirable
    at this time?

9. Who was opposed to the reorganization of school
    districts? How did the opposition organize and
    oppose the issue?

10. Did you suggest or urge anyone--your family, friends,
    or others--to be for or against school district re-
    organization?

11. Do you remember anyone suggesting or urging you
    to be either for or against school district re-

organization either in a personal conversation, at an informal gathering, or a meeting of any of your organizations?

12. Did you actively seek acceptance of the proposition to reorganize the school districts by writing letters, getting signatures, making special calls on individuals, talking to officials, speaking to groups, or otherwise seek to affect the outcome?

13. Did you vote on the reorganization issue and encourage others to vote on the issue?

14. To get the new school district into operation have you taken any action to assist school officials to (1) organize new attendance centers, (2) select new sites for school buildings, (3) inform the public about the new school organization, or (4) in any other way help establish the reorganized school district?

The information gained from the interviews of public leaders has been analyzed to categorize the actions taken by each in regard to school district reorganization. The information gained from the interviews has also been analyzed to categorize the type of influence exerted by each public leader in regard to school district reorganization. To serve as a guide in this analysis, a model of the decisional process has been used. A description of the decisional process model follows.

A Decision-Making Model for Use in Analysis

Community decision-making, or more precisely, school district decision-making concerns the actions of individuals in the process of making choices. A process is a series of progressive and interdependent events or acts taking place over a period of time, by which an end is attained. Each act in a decision-making series of acts may it... .f be a choice or a decision.

Stages in the Decision-Making Process

In order to understand this interrelated series of decisions within decisions, it is useful to conceive of decision-making processes as consisting of five components or states:[10]

1. Initiation of action

2. Policy deliberation

3. Organizing for policy support

4. Legitimation

5. Implementation

These stages are not individually distinct but tend to merge into one another, with certain phases being more im-

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[10]The writer is indebted to Jennings who suggests a five-stage model for use in analyzing decision-making processes, and to Agger and his associates, who suggest a similar model. See Jennings, pp. 107-109; and Agger and others, pp.40-51. See also Knill's discussion of Agger's model as it involves school district decision-making in William D. Knill, "Community Decision Processes: Research Strategies," in Robert S. Cahill and Stephen P. Hencley, eds., The Politics of Education, Danville, Illinois: The Interstate Printers and Publishers, Inc., 1964, pp. 85-90.

portant in some issues than in others. It is possible for some stages to be repeated more than once, which means that they are not confined to clearly delineated periods of time. It will be helpful to think of the participation in these stages by influential people as role activities or decision-making roles.

Initiation of Action. Initiation of action occurs when some-one expresses a possible way that a problem can be eased, resolved, or averted by a change in the present structure or scope of government. Others may or may not agree that the problem exists. It is likely that, if few agree that the problem exists, the decision-making process will continue at this stage for an indefinite time. It is at this point that either the issue will "catch fire," or it will fade from the scene.

The initiation for action may originate from outside the community. For example, in some states a state plan for school district reorganization is formulated at the state level, but it is put into effect only as it is adopted by local school districts. But regardless of whether action for policy change is initiated from outside the community or whether it is of local origin, it must at some time become a preference expressed by a person within the local area to become part of a community decision process.

Policy Deliberation. Policy deliberation denotes bargaining

and compromise. It is the stage at which people discuss, argue, debate, advocate, and reject the different alternatives made possible by a proposed policy change. Certain alternatives are found to have priority, depending on the values held by the participants. Deciding whether a bond issue will go for refurbishing existing school buildings, or whether it will be used to build separate new school buildings is an example of fixing priorities.

Action at this stage, though overt, may or may not be made known to the public. It may take place behind closed doors or at public meetings; or it may be a topic of conversation wherever people meet within the community. The politician, professional, or layman may have a voice in this stage. Who has the "greatest voice" depends on the sources of potential influence or power that an individual can draw upon to cause others to support his views. Individuals having position, wealth, or expertness can have a great affect on this stage of decision-making.

Organizaing for Policy Support. Organizing for policy support is characterized by promoting and campaigning. Conducting strategy meetings and producing and distributing bulletins, leaflets, flyers, handbills, and petitions, are associated with this stage. Radio and television announcements or informative interviews and panel discussions are often used to promote changes in public policy. Appeals need not always be made to the public in this stage. Such activities as

persuading a school board to adopt a proposal for extending

pre-school education, or urging a city council to change a

zoning ordinance, are examples of appeals not made to the

public. However, this is a stage where "public relations"

can often be very important.

Legitimation. It is at the stage of legitimation that the

outcome of a decisional process is determined. This may be

accomplished by a vote of the people; proposed school bond

issues and school district reorganizations are decided in

this way, as are measures involving consititutional changes.

The initiative and referendum are devices used by citizens

as a direct method for authoritatively approving or rejecting

a policy. Small groups sometimes operate at this stage by

formal or informal methods of balloting.

Implementation. Without implementation all of the above stages

would be pointless. Implementation involves putting the new

policy into effect. Spending the money authorized in a bond

referendum is one kind of implementation.

It is at this stage that the school administrator has

the opportunity to take a very active part. He has the res-

ponsibility of putting into effect what has heretofore only

appeared on paper. Although he may well have influenced

decisions at other stages, he plays the most active role at

this stage.

Types of Power

Not only is the stage or stages at which an individual enters a decision-making process of importance, the action taken to influence the outcome of the decisional process can be of great significance. Intentional attempts to exert influence at different stages in the decision-making process were considered here as acts of power. Basically, there are three types of power acts: positive, veto, and filter.

Positive Power. Those who initiate propo als for change often do so because they see the change as a necessary move to ease, resolve, or avert an undesirable situation or problem. These initiators will strive to get their proposal accepted. In like manner, those who favor other alternative courses of action will also strive to win acceptance of their preferences. To the extent that either is successful in bringing about a change in the status quo in accordance with their own intentions, they have positive power. Actions taken to maintain the status quo do not reflect positive power.

Veto Power. Those who are opposed to proposals for change often work against such proposals. They may do so, for example, because they believe that the proposed change is unnecessary or would not be worth the cost. To the extent that they are successful in blocking a proposal for change, they have veto power.

Filter Power. At times there are those who may support a proposal who are able to selectively expose certain people, facts, or points of view to positive or veto power wielders.

Contacting certain members of a committee or appearing before
committees to testify or to bring attention to certain pro-
jects are vivid examples of atempts to exercise filter
power. Those who strive to exercise filter power may not
by themselves be able to achieve the realization of their
goals, but through selective exposure of information, they
can help to influence goal selection by others. To the ex-
tent that they are successful in regulating or manipulating
information to others who are able to achieve or prevent
acceptance of a proposal, they have filter power.

A Graphic Representation of the Decision-Making Model

The discussion above describes two different dimen-
sions inherent in the decision-making process. The stages in
the process represent decision-making roles, and the kinds of
action taken represent dimensions of power. Using these
two dimensions, it is possible to construct a matrix re-
presenting the different role-enactments in the decision-
making process, cut across by dimensions of power. This
matrix is represented in Figure 2.

In Figure 2, cell one would include those actions
taken by individuals who suggested a proposal for change,
while cell two encompasses the actions taken by those who
oppose the proposal for change. Cell three includes actions
taken by those who try to convince others that they should
either be for or against the proposal for change. Cell four
is used to delineate those actions taken by individuals who

FIGURE 2

A DECISION-MAKING MODEL[a]

	Dimensions of Power		
Stages in the Decision-Making Process	Positive Power	Veto Power	Filter Power
Initiation of Action	Cell 1	Cell 2	Cell 3
Policy Deliberation	Cell 4	Cell 5	Cell 6
Organizing for Policy Support	Cell 7	Cell 8	Cell 9
Legitimation	Cell 10	Cell 11	Cell 12
Implementation	Cell 13	Cell 14	Cell 15

[a]This model is suggested but not illustrated by Jennings. See M. Kent Jennings, Community Influentials: The Elites of Atlanta, pp. 107-109.

Work toward specific goals in connection with the proposal for change. Cell five encompasses those actions of individuals who strive to veto consideration of stated goals, perhaps in favor of other goals. Cell six includes actions taken by those who are able to manipulate or regulate information given to others who favor or disfavor certain goals advocated.

at this stage of the decision-making process.

Cell seven represents those actions taken to promote the proposal, while cell eight delineates those actions taken to discourage acceptance of the proposal. Cell nine represents those actions taken by individuals who selectively choose what individuals or groups they contact to either promote or discourage acceptance of the proposal.

Cell 10 represents those actions taken by individuals who encourage all people to vote favorably on the proposal, while cell 11 encompasses those actions taken by individuals who try to get all people to vote "no" at the election. Cell 12 delineates action taken by those who selectively encourage only special individuals or groups to get out and vote, depending on whether a "yes" or "no" vote is desired.[11]

Cell 13 encompasses those actions taken by individuals who strive to get the proposal for change into actural operation. Cell 14 includes those actions taken by individuals who either try to delay or completely block the implementing

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[11]The writer recognizes the fact that some people may encourage the voters to just "get out and vote." Such actions do not fit into the categories suggested here. However, if certain circumstances portend, to encourage all to get out and vote might help insure a desired "yes" or "no" vote. This is possible when the majority of all citizens who are eligible voters are either in favor or opposed to a certain proposal. For example, if a majority of eligible voters is in favor of a proposal, their absence from the polls could still allow those opposed to the issue to have their way. By encouraging all voters to vote in such a situation helps the measure to be adopted by the voters.

of the proposal for change. Cell 15 delineates those actions
taken by individuals who attempt to influence selected in-
dividuals or groups to help or hinder the implementing of the
proposal for change.

Using this decision-making model, it was possible to
examine the Delta School District reorganization issue to
determine the different actions taken at the various stages
in the decisional process.

Use of the Model in the Analysis

As described above, each cell of the model represents
a different dimension of power at a given stage of the decision-
making process. Interview questions, cited above, were con-
structed to obtain information relevant to the different
stages and types of power used in the decisional process for
school district reorganization.

Initiation Stage. For the initiation stage it was necessary
to determine how the public leader viewed the issue of school
district reorganization, so as to ascertain if his actions
were generally of a positive or veto nature. Hence, question
11 asks: What position did you take in regard to the recent
school district reorganization issue? Question 12 asks: Who
initiated action for school district reorganization; how
did they go about it? Answers to these questions helped
establish how the decision for school district reorganization
was formulated and who favored its formulation. The second
part of question 12 was used to help determine who exercised

filter power in initiating the proposal for school district reorganization. How people go about initiating action for reorganization reflected the type of influence they used at this stage of the decisional process. Thus, questions 11 and 12 were used to secure information for cells one, two, and three of the model for the decision-making process.

Policy Deliberation Stage. Public leaders held different opinions as to the desirability of school district reorganization. To help determine for what reasons they supported reorganization, question 13 asks: What made school district reorganization desirable at this time? Opposition to school district reorganization can greatly affect the decisional process at this stage, since to gain enough support for the proposal may involve making compromises to those who oppose the proposal. To learn who opposed the proposition and the methods used to oppose it, question 14 asks: Who was opposed to the reorganization of school districts? How did the opposition organize and oppose the issue? Questions 13 and 14 were used to gain information to fill cells four, five, and six.

Organizing for Policy Support. To gain an insight into the campaigning and promotion stage of the decisional process for reorganization, questions 15, 16, and 17 were used to procure such information. Question 15 asks: Did you suggest or urge anyone--your family, friends, or others--to be for or against school district reorganization? Question 16 is

used to gain information in regard to how the <u>public leader</u>
reacted to others, and asks: Do you remember anyone sug-
gesting or urging you to be either for or against school
district reorganization either in a personal conversation,
at an informal gathering, or a meeting of any of your organi-
zations? Question 17 is closely associated to question 15,
but was used to seek information regarding specific actions:
Did you actively seek acceptance of the proposition to re-
organize the school districts by writing letters, getting
signatures, making special calls on individuals, talking to
officials, speaking to groups, or otherwise seek to affect
the outcome? This stage of decision-making is often one of
the most active steps in the decisional process. It was
expected that much action would be taken by <u>public leaders</u>
as well as citizens in promoting the reorganization proposal.
Those who strictly opposed reorganization became quite evi-
dent at this stage. Questions 15, 16, and 17 were used to
gain information for cells seven, eight, and nine of the
model.

<u>Legitimation</u>. In school district reorganization, legitimation
encompasses the public vote on the proposal for reorganization.
Only one question related to this stage. Question 18 asks:
Did you vote on the reorganization issue and encourage others
to vote on the issue? Opposition had been apparent at
earlier stages in the process, and a great deal of action

was taken to get people out to vote. Question 18 was used
to secure information to fit cells 10, 11, and 12 of the
model.

Implementation. It was assumed here that those legally res-
ponsible for leadership in school districts would of necessity
be the most active at the implementation stage. Support from
lay people, however, was important at this stage if the new
district was to win the confidence and respect of its citizens.
Therefore, question 19 asks: To get the new school district
into operation, have you taken any action to assist school
officials to (1) organize new attendance centers, (2) select
new sites for school buildings, (3) inform the public about the
new school organization, or (4) in any other way help establish
the reorganized school district? This is the stage at which
school leaders are required by law to take an active part.
How their actions are affected by others is of no little con-
cern at this point. Question 19 was used to obtain information
to fit cells 13, 14, and 15 of the model.

Having once categorized the actions carried out by the
public leaders in the school district reorganization process,
it was possible to determine at what stage in the decisional
process individuals entered, exerted influence, and withdrew.

Using the method described above, it was possible to
analyze the decision for school district reorganization in
the Delta School District.
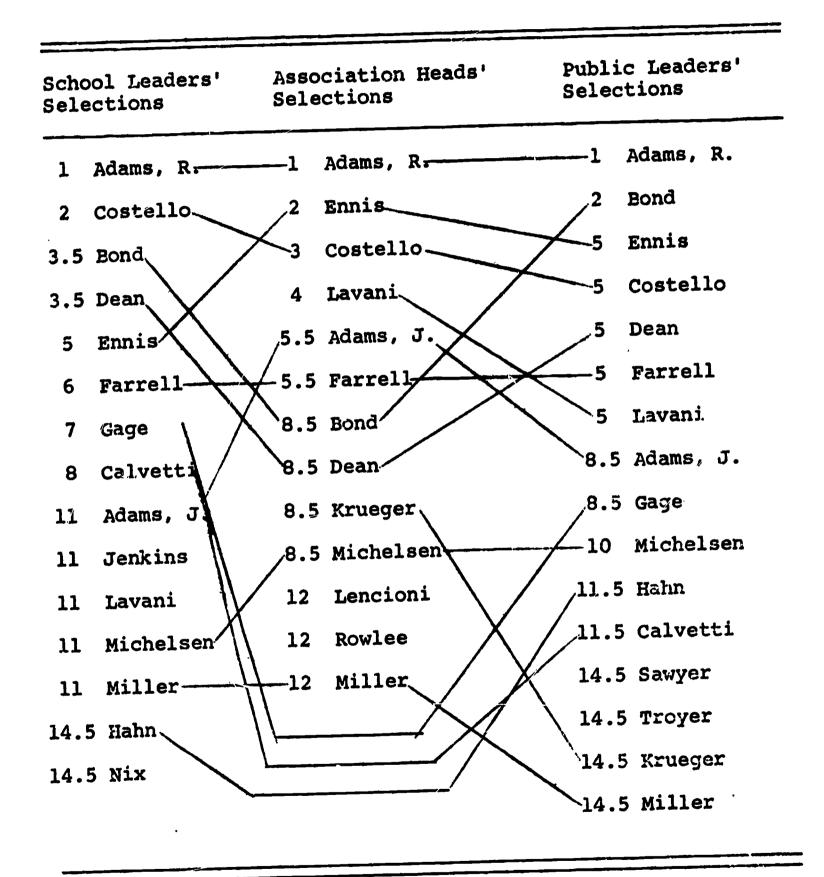
APPENDIX B

Selected Tables

TABLE 20

RANK ORDERS OF PUBLIC LEADERS AS PERCEIVED BY SCHOOL LEADERS, ASSOCIATION HEADS, AND PUBLIC LEADERS

School Leaders' Selections	Association Heads' Selections	Public Leaders' Selections
1 Adams, R.	1 Adams, R.	1.5 Adams, R.
2.5 Bond	2 Costello	1.5 Bond
2.5 Costello	3 Ennis	3 Costello
4 Dean	4 Bond	5.5 Ennis
5 Ennis	5 Lavani	5.5 Dean
6 Farrell	6.5 Adams, J.	5.5 Farrell
7 Gage	6.5 Miller	5.5 Lavani
9 Adams, J.	8 Farrell	8.5 Adams, J.
9 Hahn	10 Dean	8.5 Gage
9 Calvetti	10 Krueger	10 Michelsen
13 Irion	10 Michelsen	11 Hahn
13 Jenkins	13.5 Irion	12.5 Calvetti
13 Lavani	13.5 Lencioni	12.5 Miller
13 Michelsen	13.5 Rowlee	
13 Miller	13.5 Sawyer	

Ten of the 19 individuals selected as public leaders are named by each of the three nominating panels although in somewhat different orders.
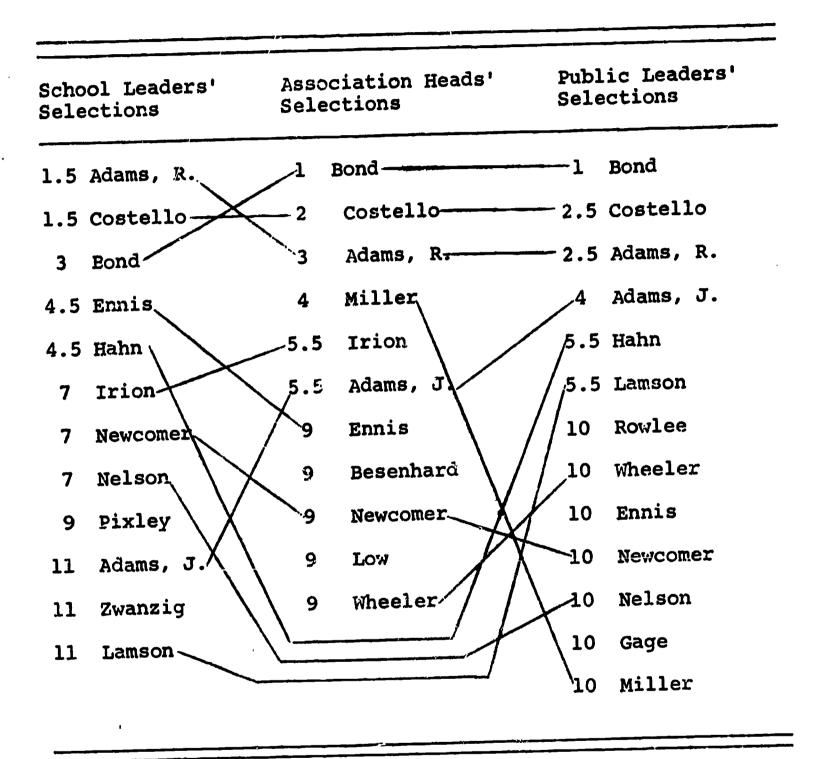
TABLE 21

RANK ORDERS OF GENERAL COMMUNITY LEADERS AS PERCEIVED BY SCHOOL LEADERS, ASSOCIATION HEADS, AND PUBLIC LEADERS

School Leaders' Selections	Association Heads' Selections	Public Leaders' Selections
1 Adams, R.	1 Adams, R.	1 Adams, R.
2 Costello	2 Ennis	2 Bond
3.5 Bond	3 Costello	5 Ennis
3.5 Dean	4 Lavani	5 Costello
5 Ennis	5.5 Adams, J.	5 Dean
6 Farrell	5.5 Farrell	5 Farrell
7 Gage	8.5 Bond	5 Lavani
8 Calvetti	8.5 Dean	8.5 Adams, J.
11 Adams, J.	8.5 Krueger	8.5 Gage
11 Jenkins	8.5 Michelsen	10 Michelsen
11 Lavani	12 Lencioni	11.5 Hahn
11 Michelsen	12 Rowlee	11.5 Calvetti
11 Miller	12 Miller	14.5 Sawyer
14.5 Hahn		14.5 Troyer
14.5 Nix		14.5 Krueger
		14.5 Miller

Ten of the 20 individuals selected as general community leaders are named by each of the three nominating panels. These were the same 10 named as public leaders by all three panels.

TABLE 22

RANK ORDERS OF SCHOOL DISTRICT REORGANIZATION LEADERS AS PERCEIVED BY SCHOOL LEADERS, ASSOCIATION HEADS AND PUBLIC LEADERS

School Leaders' Selections	Association Heads' Selections	Public Leaders' Selections
1.5 Adams, R.	1 Bond	1 Bond
1.5 Costello	2 Costello	2.5 Costello
3 Bond	3 Adams, R.	2.5 Adams, R.
4.5 Ennis	4 Miller	4 Adams, J.
4.5 Hahn	5.5 Irion	5.5 Hahn
7 Irion	5.5 Adams, J.	5.5 Lamson
7 Newcomer	9 Ennis	10 Rowlee
7 Nelson	9 Besenhard	10 Wheeler
9 Pixley	9 Newcomer	10 Ennis
11 Adams, J.	9 Low	10 Newcomer
11 Zwanzig	9 Wheeler	10 Nelson
11 Lamson		10 Gage
		10 Miller

Six of the 18 individuals selected as school district re-organization leaders are named by each of the three nominating panels. Five of these six were among the 10 individuals selected by all three nominating panels as public leaders and general community leaders, i.e., R. Adams, Costello, Bond, Ennis, and J. Adams.