21986

NAME OF AUTHOR/*NOM DE L'AUTEUR* _____ BRYANT L. STRINGHAM

TITLE OF THESIS/*TITRE DE LA THÈSE* _____ THE SCHOOL ACT, 1970: A CASE

_____ STUDY OF PUBLIC POLICYMAKING IN

_____ EDUCATION

UNIVERSITY/*UNIVERSITÉ* _____ UNIVERSITY OF ALBERTA

DEGREE FOR WHICH THESIS WAS PRESENTED/
GRADE POUR LEQUEL CETTE THÈSE FUT PRÉSENTÉE _____ PH.D.

YEAR THIS DEGREE CONFERRED/*ANNÉE D'OBTENTION DE CE DEGRÉ* _____ 1974

NAME OF SUPERVISOR/*NOM DU DIRECTEUR DE THÈSE* _____ J.E. SEGER.

DATED/*DATÉ* Aug 26, 1974 SIGNED/*SIGNÉ* _____ Bryant L. Stringham

PERMANENT ADDRESS/*RÉSIDENCE FIXE* _____ 6608 92A Ave

_____ EDMONTON, ALBERTA

NL-91 (11-73)

THE UNIVERSITY OF ALBERTA

THE SCHOOL ACT, 1970: A CASE STUDY OF

PUBLIC POLICYMAKING IN EDUCATION

by

Ⓒ   Bryant L. Stringham

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH

IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE

OF DOCTOR OF PHILOSOPHY

DEPARTMENT OF EDUCATIONAL ADMINISTRATION

EDMONTON, ALBERTA

Fall, 1974

THE UNIVERSITY OF ALBERTA

FACULTY OF GRADUATE STUDIES AND RESEARCH

The undersigned certify that they have read, and
recommend to the Faculty of Graduate Studies and Research,
for acceptance, a thesis entitled The School Act, 1970:
A Case Study of Public Policymaking in Education
submitted by Bryant L. Stringham,
in partial fulfilment of the requirements for the degree of
Doctor of Philosophy.

....
Supervisor

....

....

....

....
External Examiner

Date ...July 23, 1974.......

ABSTRACT

The purpose of the study was to examine the record of events associated with the writing of the School Act, 1970 and analyze the processes employed in terms of recently developed conceptual frameworks for making public policy.

The conceptual frameworks against which the processes of writing the Act were viewed were drawn from the policy sciences, which consist of policy analysis, the design and identification of preferable policy alternatives; megapolicy, master policy; meta policy, policy on policymaking; and realization strategy, the study of ways and means to implement policy decisions. An additional area, viz., identification of implicit policy from ongoing activity is suggested as a fifth but basic concern of the policy sciences.

Examination of six specific policymaking models was undertaken which resulted in identification of five of the models as either structural or functional variants of the more comprehensive systems model. Amara's Framework, a systems view of policymaking and Lasswell's Contextual map, an operational way of identifying elements of a social system were employed as the analytical constructs from which to view the Alberta policymaking experience that writing the School Act portrays.

An operational definition of policy was derived from many sources which suggests that policy is a major guideline for future discretionary action. It is generalized, philosophically based, and implies an intention and pattern for taking action.

iv

Five policies which are implicit in the Act were derived retrospectively using the methodology developed in the study. It was determined by a panel of participants in the rewriting activity that policies dealing with improved comprehensibility of the Act, increased local autonomy, reliance on negotiated agreements for resolution of local relationship problems, emphasis on individual rights and retention of Separate Schools under constitutional guarantees were implicitly addressed by the Committee but that prospectively derived policies concerning these policy issues were not made explicitly.

Writing the Act was presented both as a chronological narrative and in the form of a contextual map. Data was drawn from primary source materials in Department of Education files, periodicals, and newspaper accounts.

In comparing the activities associated with writing the Act and the conceptual frameworks presented in the study, several findings became apparent. The primary finding seemed to emerge that because a conceptual base was not formulated to guide the writing of the Act nor was there any attempt made to develop explicit policy statements, the similarities between the frameworks presented in the study and the reality that is reported were largely unintentional and probably accidental. It was the incremental model that seems to have been intuitively followed for it bears the greatest resemblance of any of the models to what actually transpired.

One can conclude that because the product has been relatively stable, incrementalism can perhaps be justified. On the other hand, the case is made that reliance on more rational methods of deriving policy has the promise of producing policy output in the future that may be better than current methods can produce.

ACKNOWLEDGMENTS

vi

TABLE OF CONTENTS

LIST OF FIGURES

Chapter 1

THE PROBLEM AND ITS SIGNIFICANCE

Introduction

The School Act, 1970 was proclaimed on August 1, 1970, an event which marked the completion of twenty months of intense political action by those persons and groups who influence the direction of education in the Province. The antecedent events to the actual writing of the Act, the decision to proceed and the processes utilized in the writing; legal drafting and passing of the Act can be characterized as policymaking activities. Queries about the adequacy of the processes used, the apparent absence of a philosophical framework upon which the School Act rested, and the time spent on the project were raised at the beginning of the rewriting activity and seem to remain, for questions about the future intent of government respecting certain educational policy issues addressed in the Act continue to be asked. It therefore seemed appropriate to subject the records of the event to systematic analysis in an effort to judge more accurately the adequacy of the processes used in creating a product that has policy implications which may still be in need of modification.

It was the purpose of this study to examine the events referred to, analyze the processes associated with the writing of the Act, and survey the setting in which it was written. The viewpoint adopted was the Policy Sciences, a new supra-discipline employing

unique paradigms from which an improved understanding of policy and
policymaking may be gained (Lasswell, 1971a and Dror, 1971a).

Statement of the Problem

ᴓ The problem upon which this study focused may be stated as
follows: to examine and analyze the events associated with the writing
of The School Act, 1970 in terms of recently developed theoretical
frameworks for understanding the processes of public policymaking.

Sub-Problems

1. Does application of Dye's (1972) six models of public
policymaking and Amara's (1972) framework to the writing of The School
Act, 1970 provide insights into processes of policy formulation and
identification?

    (a) What are the five major policy issues that can be
identified in the Act?

    (b) How were the policies associated with the five
issues formulated and derived?

2. Does application of Lasswell's construct of contextual
mapping to the policymaking process that characterized the writing of
The School Act, 1970 provide useful insights for policymakers?

    (a) Who were the effective participants influencing the
writing that identified major issues?

    (b) What goals were held by the participants?

    (c) What perspectives were held by the participants?

    (d) What situational factors modified the perspectives
of the participants?

    (e) What identifiable basic value positions were held

by the participants?

(f) How did value positions influence the writing process?

(g) What social forces influenced the writing of the Act?

(h) What strategies were employed by the participants?

(i) How did the varying strategies influence the writing process?

(j) What were the immediate outcomes of the writing process?

(k) What effects did the outcomes of the writing process have on the new Act?

(l) What were the immediate implications of the writing process (i) for the policy sciences? (ii) for educational policymaking in Alberta?

(m) What were the future implications of the process (i) for the policy sciences? (ii) for educational policymaking in Alberta?

Significance of the Problem

The significance of a study of public educational policymaking in Alberta as manifest in the process of writing the School Act can be demonstrated from two perspectives:

1. The study makes a significant application of concepts drawn from the policy sciences and attempts to contribute to further development in that field of knowledge.

2. The study makes a significant contribution to the understanding of educational policymakers in Alberta of:

(a) one way educational policy has been made;

(b) the adequacy of educational policymaking that characterized the writing of the Act; and

(c) conceptual frameworks against which historical practices can be evaluated and future policymaking can be modelled.

The first perspective can be illustrated by an examination of the work of Dye (1972). He suggests that public policies (which include the type of educational policies addressed in writing the Act) should be studied for purely scientific reasons, for professional reasons, and for political reasons (Dye, 1972:4). Interpolating from his description, a number of scientific, professional, and political reasons can be advanced for conducting the study.

Scientific Reasons

Obtaining an understanding of possible causes and consequences of those policy decisions taken in establishing the new Act improves knowledge in a systematic manner. In conducting the study, improved understanding through systematic analysis of the linkages and interactions between environmental forces and public policy formation were obtained which may contribute to the breadth, significance, reliability, and theoretical development of social science generally and policy sciences specifically. The study has attempted to analyze the implications of certain conceptual developments in the field of policy sciences and apply them to an experience in policymaking with the expectation that recommendations for improvement of the processes employed in the writing of legislation can be effected in the future. It can thus be considered to be both scientific and policy sciences oriented.

Professional Reasons

Dye suggests that public policies can be studied for profes-
sional reasons (Dye, 1972:4). This statement seems to apply equally
well to the study of public educational policies and their development.
The professional educator can achieve improved understanding of poss-
ible causes and consequences of public educational policymaking and
their contents by systematic study which seems to have the potential
to facilitate application of the knowledge gained to the solution of
sequential policy problems. The assumption is that if the professional
educator understands the forces, structures, and processes that shape
educational policy, he can infer better ways of acting to create more
appropriate policies and achieve goals. For Dye, "policy studies can
produce professional advice, in terms of 'if..., then...' statements,
about how to achieve desired goals (Dye, 1972:4)."

For professional policymakers in education then, whether they
hold policy veto power or are classed as policy planners and executors,
(Gulick, 1937) greater knowledge of policy sciences concepts will enable
keener insights into the nature of policymaking tasks and thus facili-
tate better performance in senior professional positions. This applies
to political incumbents as well as to their advisors, for it is the
quality of the recommendations and decisions of both of these groups
of professional educational policymakers that determine the quality of
the policies that direct educational institutions.

Political Reasons

Within government, the political dimension is perhaps the most
immediate reason given for studying policy matters. Systematic policy

studies of both the process of policymaking and the analysis of policy

issues can provide guidance to politicians in making "right" policies

in the "right" manner to achieve the "right" goals. This is Dye's posi-

tion and it seems to apply directly to the educational scene. Dye sug-

gests that policy studies are an aide to informed political discussion

and to advancement of the level of political awareness which may improve

the quality of public policy (Dye, 1972:4). In the field of education

there seems to be a need to increase public awareness of the functioning

of those processes. This study attempted to shed some light on these

issues as they are seen in the development of the School Act.

The second perspective from which significance is viewed per-

haps needs less elaboration. It appears to be evident that the study

provides insight into one way educational policy has been made in Alberta.

The problem of judging adequacy of the processes used, however, is more

complex, and relates closely to the third portion of the second perspec-

tive mentioned, i.e., to the conceptual frameworks used in analyzing

and evaluating the writing experience.

In 1969 and 1970 while the Act was being written, there was

no consideration given by members of the Committee for Rewriting the

School Act, the Department of Education, Minister, or any of the inter-

ested reference groups affected by the rewriting, to any consistent

model for making educational policies. This is not surprising, since

the renewed emphasis on policymaking and the policy sciences began with

Dror (1968) just prior to the start of the rewriting activity. In con-

ducting this study then, it was thought that analysis using recently

developed models seemed to have the potential to assist in evaluating

the effectiveness of the procedures that intuitively were used in writing

the Act and to provide some insight into the efficacy of the models.
It is against these recently developed conceptual frameworks then that
adequacy is judged and future patterns for writing legislation are
recommended.

Summary

In summary, the study was judged to be significant on the
following grounds: (a) a contribution to the emerging scholarly field
of policy sciences may be made by rationalizing a case for inclusion
of policy identification as a legitimate area for study, (b) scientific,
professional and political purposes were served by conducting the study,
(c) the writing of the School Act was a significant manifestation of
one way educational policies have been made in the Province of Alberta,
and (d) analysis of the processes utilized intuitively against models
of ideal ways in which public policy can or should be made suggests
alternative modes of developing policy in education in the future.

Chapter 2

CONCEPTUAL FRAMEWORK AND REVIEW OF THE LITERATURE

Overview

This chapter will introduce the policy sciences and concepts
drawn therefrom. Policy analysis, megapolicy, metapolicy and realiza-
tion strategy will be explicated and a case will be presented for the
inclusion of policy identification as an additional and essential area
of concern. Definitions of "Policy" are examined with the result that
two distinct avenues to the derivation of policy statements are concep-
tualized. Prospective policy and its development is presented from
the standpoint of six models. These are synthesized into a consistent
systems viewpoint. Methods of policymaking are explored. Discovery
of policy retrospectively is rationalized and alternative methods of
implementing the concept are presented. The systems view is examined
in detail through presentation of the concept of a contextual map, a
concept which seems to suggest a method for operationalizing analysis
of policy and policymaking from the systems perspective.

The Policy Sciences

Lasswell (1951) identified the area and coined the expression
"policy sciences" while pleading for an integration of various distinct
disciplines into a more unified approach to solving the practical policy
problems of government. He suggested that "the policy sciences include
(1) the methods by which the policy process is investigated, (2) the
results of the study of policy, and (3) the findings of the disciplines

making the most important contributions to the intelligence needs of the time (Lasswell, 1951)."

Lasswell's work was largely unexplored and ignored until Dror (1968, 1971) became interested as part of his work with the Rand Corporation (Dror, 1968). He has suggested that the establishment of policy sciences as a new supra-discipline involves a scientific revolution, requiring the development of basic paradigms. Some concepts thought by Dror to be basic to development of policy sciences and which he labels as "paradigms" follow:

1. A concern with better understanding and improvement of societal direction;

2. A focus on the macro-level, i.e., public policymaking at the subnational, national and transnational levels;

3. A breakdown of traditional boundaries between the disciplines in the behavioral and management sciences;

4. Bridging the usual dichotomy between pure and applied research;

5. Acceptance of tacit knowledge and personal experience as important sources of knowledge in the policy sciences;

6. A focus on means and intermediate goals;

7. Organized creativity;

8. An emphasis on historic developments and future dimensions as central contexts for improved policymaking;

9. A concern with the dynamics of change;

10. Recognition of the contribution of systematic knowledge and structural rationality to the improvement of public policymaking;

11. Acceptance of scientific and basic methodologies with an

extension which includes creative uses of serendipity, and social

experimentation.;

12. Self concious reappraisal of its own paradigms, tacit

theories, infrastructures and applications;

13. A commitment to strive for increased utilization of policy

sciences concepts in actual policymaking and the preparation of profes-

sionals to serve in policymaking positions (Dror, 1971a).

The main dimensions of policy sciences according to Dror (1971a)

consist of:

1. Policy analysis. An approach and methodology for design

and identification of preferable alternatives in respect to complex

policy issues.

2. Megapolicy. Master policy, a policy providing guides for

a set of discrete policies.

3. Metapolicy. Policy on policymaking, i.e., policy dealing

with the characteristics of the policymaking system.

4. Realization Strategy. Means and ways actually to improve

policymaking through the application of policy sciences and through the

realization of policy sciences recommendations.

Policy Analysis

The aim of policy analysis is to provide methods for identi-

fication of policy alternatives. Innovation of new alternatives and

selection of the best alternatives from those available constitute the

two distinct but interrelated elements of this activity. A concern with

underlying values, understanding and predicting the behavior of various

individuals, groups, organizations, etc., and political feasibility is

required. This can assist in drawing a policy analysis network, a concept not unlike Lasswell's contextual mapping formulation (Dror, 1971a:55-62, and Lasswell, 1971a:4 ff.).

Megapolicy

Megapolicies, i.e., master policies, involve determination of the postures, assumptions and main guidelines to be followed by discrete or specific policies. Megapolicies are "distinct from detailed discrete policies, though these two pure types are [on] a continuum with many in-between cases (Dror, 1971a:63)." Main facets of megapolicies include: (1) overall goals, (2) boundaries between specific policies, (3) a concern with the time over which a policy operates, (4) the degree of risk that will be acceptable relative to a policy issue, (5) the choice between incremental and innovative policy change, (6) the degree of comprehensiveness or narrowness of a policy, (7) the extent to which a policy should achieve given goals through a shock effect or in a mutually coordinated (balanced) way, (8) recognition of assumptions being made about the future, (9) the theoretical basis upon which policymaking is proceeding, (10) the availability of resources, (11) the range of available policy instruments and (12) the extent to which discrete policies should be identical with their megapolicies or should reflect a mix of different megapolicies (Dror, 1971a:63-73).

Metapolicy

Metapolicy is policy on how to make policy (Dror, 1971a:74). It deals with the "major operations needed to design and manage the policymaking system as a whole and to establish the overall principles and rules for policymaking (Dror, 1968:164)." Dror summarizes the

nature of metapolicy as follows:

The problems of metapolicy can best be considered within a
general systems theory frame of appreciation. Adopting a very
simple general systems model, we can regard policymaking as an
aggregative process in which a large number of different units
interact in a variety of part-stabilized but open-ended modes. In
other words, policy is made by a system, the policymaking system.

This system is a dynamic, open, nonsteady state and includes
a large variety of different, changing multirole components inter-
connected in different degrees and through a multiplicity of chan-
nels; it is closely interwoven and overlapping with other systems
(i.e., the productive system, the demographic-ecological system,
the technological and knowledge system, and the cultural system),
and it behaves in stochastic ways which defy detailed modeling.

Even such a simple perspective of the public policymaking
system leads to three important conclusions in respect to
metapolicies:

1. As policy is a product of complex interactions between
   a large number of various types of components, similar
   changes in the output (or "equifinal states") can be
   achieved through many alternative variations in the com-
   ponents. This means, for our purposes, that different
   combinations of a variety of improvements may be useful
   in achieving equivalent changes in the quality of policy-
   making. This is a very helpful conclusion, because it
   permits us to pick out of a large repertoire of potentially
   effective improvements those that are more feasible under
   changing political and social conditions. This view also
   emphasizes the open-ended (or, to be more exact, "open-
   sided") nature of any search for improvement suggestions:
   there is, in principle, unlimited scope for adventurous
   thinking and invention.

2. A less optimistic implication of a systems view of pol-
   icymaking is that improvements must reach a critical mass
   in order to influence the aggregative outputs of the sys-
   tem. Improvements that do not reach the relevant impact
   thresholds will, at best, be neutralized by countervailing
   adjustments of other components (e.g., a new planning
   method may be reacted to in a way that makes it an empty
   ritual) or, at worst, may in fact reduce the quality of
   overall policy (e.g., through possible boomerang effect,
   reducing belief in the capacity of human intelligence--
   with a possible retreat to some types of mysticism, leader
   ideology, etc.--or by implementing wrong policies more
   efficiently, thus reducing an important social protective
   mechanism--inefficiency as diminishing the dangers of
   implementation of wrong decisions and as permitting slow
   and tacit learning).

3. The third, and again optimistic, implication of a systems
   view of policymaking is that, thanks to the interactions
   between different system components, it may be possible
   to achieve the threshold of overall system output effects
   through a combination of carefully selected changes in
   controlling subcomponents, each one of which by itself·
   is incremental. In other words, a set of incremental
   changes in systems components can in the aggregate result
   in fargoing system output changes. Therefore, because
   we are speaking about changes in the policymaking system,
   there may be a good chance that a set of relatively minor
   and quite incremental changes in the policymaking system
   will permit--through multiplier effects--far-ranging in-
   novations in the specific policies made by that system.
   This possibility is of much practical importance because
   of the much greater feasibility of incremental change than
   of radical change in the United States and many other
   countries (though, I think, the readiness to innovate is
   increasing, as a result of the shock effects of highly
   perceived crisis symptoms).

<div align="center">(Dror, 1971a:75-76)</div>

A conceptual framework from the systems viewpoint has been

developed by Amara (1972) which is presented on page 32 and used in

applying the systems concept briefly described by Dror.

Realization Strategy

Because policy sciences has an intense commitment to achieving

actual impact on reality, ways and means of applying policy sciences

concepts and implementing recommendations made are important dimensions

which form the subject matter of realization strategy. Three levels

of study and action are involved, viz., (1) understanding the dynamics

of change in respect to policymaking, (2) identifying change instruments

in respect to policymaking, and (3) building up policy sciences so as

to operate through these changes instruments (Dror, 1971a:80ff).

Policy sciences as a field of study is still in infancy. There

has not yet been a thorough explication of policy change but Dror calls

for research which will explicate the "tacit knowledge and experience

of policy practitioners (Dror; 1971a:80)."

Some additional facets of realization strategy are: (1) an emphasis on communication of the findings of policy sciences to policy-makers, (2) education of policymakers in policy sciences, (3) sensitization of various interest groups and opinion leaders and shapers to the potential of policy sciences, (4) dispersal of policy scientists throughout governmental institutions, (5) creation of new organizations which will provide advice from the policy sciences viewpoint to policy-makers, (6) timing the release of innovative policy proposals, (7) development of institutional studies and methods, and (8) stoic commitment by policy scientists to improvement of policy through better policy-making (Dror, 1971a:80-85).

Definitions of Policy

Before proceeding, it will be useful to define the concept of policy beyond the intuitive understanding that has been assumed so far.

Policy is referred to familiarly in the following terms:

--- a guideline;

--- a generalized statement of intent;

--- the taking of action on a major value;

--- a decision;

--- part of the decision making process.

These meanings are further developed in the following quotations:

Public policy is:

--- a guide to discretionary action (Davies-Brickell, 1960)

--- a general directive (Dror, 1968:14);

--- a critical decision (Selznick, 1957:21);

--- a political decision (Easton, 1957);

--- a body of principles to guide action (Rothwell, 1951);

--- those generalizations about organizational behavior that affect the structure of the organization (Katz & Kahn, 1966);

--- a general statement which describes the aim, purpose, or objective to be achieved (Knezevich, 1962);

--- the expression of broad goals or purposes (Campbell et al., 1962);

--- the outcome of a political compromise among policymakers which may spring from a new opportunity or just "happen" (Lindbloom, 1968);

--- the outcome of an intricate and complex process called policymaking (Lindbloom, 1968);

--- those decisions and actions which have the widest ramifications and the longest time perspective requiring the most information and contemplation (Bauer, 1971:2);

--- in all instances reserved for those parameter-shaping acts which are taken most seriously, which are presumably most difficult to arrive at, and at the same time most difficult and most important to study (Bauer, 1971:2);

--- a major guideline for action, directed at the future, formally aimed at achieving what is in the public interest by the best possible means (interpolated from Dror's definition of policymaking, Dror, 1968:12);

--- the structure or confluence of values and behavior involving a governmental prescription (Kroll, 1969:9);

--- deliberate coercion - statements attempting to set forth the purpose, the means, the subjects, and the objects of coercion (Lowi, 1970);

--- the authoritative allocation of values for the whole society (Easton, 1965:129);

--- whatever governments choose to do or not to do, why they do it, and what difference it makes (Dye, 1972:1);

--- using a very simple version of systems theory, ... an output of the public policymaking system and an input into various "target systems," such as health, education, transportation, public order, and the international system (Dror, 1971b:154-155);

In an unpublished document prepared for the Edmonton Public
School Board, Evenson states that:

> ... policies are statements which set forth the purposes and pre-
> scribe in general terms the organization and program of the system.
> They create a framework within which the [administration] can dis-
> charge [its] assigned duties with positive direction. They tell
> what is wanted. They may also indicate why and how much.

(Evenson, 1971)

Evenson continues by describing some characteristics of a
policy statement:

> In general terms, a good policy statement:
>
> 1. is philosophically based and helps establish goals.
>
> 2. is a brief, general statement of a belief about a certain
>   matter.
>
> 3. tells what is wanted and why.
>
> 4. defines and determines a major function of the system.
>
> 5. constitutes the basis for the development and implemen-
>   tation of administrative regulations and procedures.
>
> 6. permits the [administration] to respond to changing con-
>   ditions without recommending fundamental changes in policy.
>
> 7. provides goals by which performance may be evaluated.

(Evenson, 1971)

Katz and Kahn approach the issue of making policy in the fol-
lowing quotation:

> As abstractions about organizational behaviour, policy statements
> may be either prospective or retrospective. If the latter, we
> are dealing merely with a process of recognition; the pattern was
> there but was not previously stated or formally acknowledged.

(Katz and Kahn, 1966:254)

They then suggest that the more interesting process is prospective

policymaking, i.e., making "prospective generalizations about what or-
ganizational behaviour shall be ... (Katz and Kahn, 1966)." By implica-
tion then, retrospective policy is not considered to pose a problem for
the organization for the topic is not again mentioned by them.

Operational Definition of Policy

For purposes of this study, a public policy is defined oper-
ationally as a major guideline for future discretionary action. It is
generalized, philosophically based, and implies an intention and pattern
for taking action.

Classes of Policy

*Notwithstanding the overarching definition of policy given
above, there are two distinct avenues by which a policy can be derived.
Despite the method by which it is derived, however, it has character-
istics congruent with those included in the operational definition.

The two classes of policy are: (1) policy which is made pros-
pectively; the formal, manifest and explicit policy output of a policy-
making system which is or can be written, and (2) policy which is made
as experience accumulates and is only discovered retrospectively; that
which has arisen through tacit acceptance of practice and is implicit,
latent and unwritten, residing only in the collective perceptions of
its formulators and implementers.

Most writers on policy confine their discussions to prospec-
tive policy and its development. Typical of these writers is Dye who
in examining the shifting focus of political science suggests that the
discipline is concentrating on public policy which involves:

a description of the content of public policy; an assessment of
the impact of environmental forces on the content of public policy;
an analysis of the effect of various institutional arrangements
and political processes on public policy; an inquiry into the con-
sequences of various public policies for the political system; and
an evaluation of the impact of public policies on society both in
terms of expected and unexpected consequences.

(Dye, 1972:3)

Dye's listing seems to accentuate elements of prospective

policy. He writes as if policies are explicit but need analysis and

improved methods of formulation. He does not address the need for dis-

covery of implicit or retrospectively derived policy statements which,

this study suggests is a major need in the field of public education.

It is argued that identification of public policies for education or

a description of the content of public educational policies is not read-

ily available. Governments and their agencies seem to act as if policies

were explicit, but in reality most policies seem to reside in the col-

lective memories of senior personnel. If some practical method for

drawing these hidden policies together into a concise directional guide-

line for action were found, the result should contribute significantly

to the elimination of contradictory or purposeless actions in the public

arena. If the procedure were to do no more than perpetuate current

practices, the denunciation expressed by Jantsch would be applicable:

... political bureaucracies favor any degeneration of thinking
which permits them to formulate pseudo-policies as emanating from
their current operations, from interactive strategies, and from
existing institutions and instrumentalities. Policy analysis is
frequently practiced in this self-perpetuating way which does not
recognize the logical and practical need for innovative policy
design first.

(Jantsch, 1970:32)

If, however, explication of underlying policy directions were

to lead to policy review and possible change as a part of or sequel to

the identification process, significant improvement should result.

Prospective Policy Development

The many discussions on methods of improved policy formulation in the prospective mode can be focused and analyzed by classifying them and relating them to models as Dye has done (Dye, 1972). But before meaning can be attached to Dye's models, some understanding of the nature and purpose of models is necessary. A discussion of the general applicability of models follows.

Nature of Models

Kaplan suggests that:

> ... any system A is a model of a system B if the study of A is useful for the understanding of B without regard to any direct or indirect causal connection between A and B. For in that case, A must be like B in some respects: if we wanted to infer that because A has the property p then B has some other property q we would need to know that A and B are somehow connected, according to the specific relation between p and q, while to conclude that B also has the property p, we need only know that A and B are similar in appropriate ways even though in fact they have nothing to do with one another. On the other hand, just which ways are appropriate is already limited by the condition that no conditions are imposed on the physical relations between the two systems. The systems must therefore resemble one another as systems, that is, in ways which do not depend on the particular elements of which each consists, or else we would need to know just how elements of these particular kinds affect one another. The resemblance is in terms of the pattern or order exhibited in each system, the information which each contains, in the current idiom, rather than in terms of the configuration of mass and energy in which the information is embodied. In a word, when one system is a model of another they resemble one another in form and not in content.

(Kaplan, 1964:263)

Kaplan further suggests that "models are isomorphs of one another." A model has in some sense, the same structure as the reality that is being modelled such that:

... whenever a relation holds between two elements of one system a
corresponding relation holds between the corresponding elements of
the other system. The two need not stand in any causal connection,
for what is required is only that the relations correspond, and
to satisfy this requirement it is enough that they can be put into
correspondence, that is, think of them as corresponding. Then,
whether a system does or does not show a certain pattern in its
own internal relations is plainly quite independent of what the
other system shows. If there is an isomorphism, the systems signi-
ficantly resemble one another only in their structural properties.,
additional resemblances, if any, being irrelevant.

(Kaplan, 1964:264)

Models and Theories

Kaplan examines the differences between models and theories

and provides an explanation of why the two concepts are often confused

and used interchangeably. A model is conceived of as a structure of

symbols which can be interpreted in certain ways. Discovery of the real-

ity that is being modelled is contained in the interpretation of the

symbols and their structure used in building the model. The subject

matter specified in interpreting the symbols is what the model is at-

tempting to portray. Relations among the symbols used in building the

model are presumed to exhibit corresponding relations among the elements

of the subject matter in the reality that is being modelled.

A theory is more or less abstract. It neglects certain vari-

ables in attempting to describe "ideal" entities which have existence

only within the theory itself, not necessarily having a counterpart in

perceived reality. It is hoped that the theory will be isomorphic, in

appropriate respects, to the real system which provides the subject mat-

ter for the theory, but this is not a necessary condition for a theory,

at least not to the extent that the model is expected to correspond to

the reality being modeled. Quoting again from Kaplan:

... not all theories are in fact models: in general, we learn
something about the subject-matter from the theory, but not by
investigating properties of the theory. The theory states that
the subject-matter has a certain structure, but the theory does
not therefore necessarily exhibit that structure in itself. All
theories make abstractions, to be sure, in the sense of treating
as irrelevant some properties of their subject-matter. But not
all of them abstract to the point of treating as relevant only
the structural properties ... the tendancy to view all theories
as models stems from an old-fashioned semantics, according to
which a true proposition must have the same structure as the fact
it affirms, and the still current but controversial realist
epistemology, according to which theories offer ever more detailed
and comprehensive pictures of reality. I have grave doubts whether
the working scientist is committed to either of these standpoints,
to say nothing of both together; model building is only one of
his cognitive strategies, and is not to be identified with the
scientific enterprise as such.

(Kaplan, 1964:265)

   With these cautions in mind, one might be accurate in viewing

as models only those theories that explicitly direct attention to certain

resemblances between theoretical entities and the subject matter in

the reality that is being examined. As such, a model is a "scientific

metaphor" (Kaplan, 1964:265), which, like an aphorism, condenses in

a phrase a significant similarity. When models do serve in this way,

they are often conceptualized as analogies. The model builder recognizes

similarities that have previously escaped attention and systematizes

them. Thus model building, or the creation of analogies not only leads

to further abstraction about reality resulting in theory development,

but becomes an essential part of theories. Theories are sometimes

spoken of as models in recognition of their analogical features

(Kaplan, 1964:266).

Functions of Models

   Models function as heuristic devices in science. One can

learn from the analogies that are presented.

   The familiarity or the concreteness of a model in contrast

to the intangibility or abstraction of a theory makes analysis using

a model more understandable. Working in terms of the familiar subject

matter of the model, its user need only make the most routine transla-

tions into the theory of concern after he has arrived at desired results

in the model (Rudner, 1966:26).

Models assist in the organization of data. A framework is

provided in a model which brings the correspondence of elements of the

subject matter into focus. The move to theory development, if that is

of interest, is facilitated.

Limitations of Models

Kaplan identifies certain shortcomings associated with the

construction and use of models that must be kept in mind. Firstly, he

attacks the blind belief in omnipotent symbolism which often unconsciously

characterizes exposure to intricate models. One must be careful to make

the translation to reality or theory, recognizing that the symbols and

their relationships to one another provide only an analogy or form and

that the model and its symbols are not reality itself.

A second limitation of models is the tendency which they often

exhibit to overemphasize form. In contemplating a model, one tends to

focus on what is true "in principle" rather than what is true in fact.

Kaplan states, "Science advances on the basis, not of what is logically

possible, but of what is actually available to it in the concrete pro-

blematic situation (Kaplan, 1964:279)." One must therefore be careful

not to form conclusions on the basis of relationships discovered in a

model but must again relate the insights gained by examining the model

back to reality.

Models tend to oversimplify objective or even perceived reality. While this is a necessary condition in the construction of models, for it would be pointless to duplicate in all its complexity the real situation (one might study reality directly instead), this poses a limitation on the utility of a model that must be kept in mind. One must not presume that all possible relationships are portrayed in models, no matter how sophisticated they are.

Models tend to overemphasize exactness and rigor. While it is desirable to be as exact as possible, sometimes that exactness with respect to certain details in a model tends to mask other equally important concerns where exactness is less possible. Consequently, models are often improperly exact and call for measures that cannot be obtained. Making judgments on the basis of assumed exactitude then, should be done with caution.

Model usage suffers from a limitation which Kaplan refers to as "map reading" (Kaplan, 1964:284). The map reading error is a failure to realize that a model is only a particular mode of representation so that not all of its features necessarily correspond to specific characteristics of the subject matter to which the model is referenced. There always are some irrelevant features to a model which must not be related to the reality being modelled. Map reading errors are "the obverse of the error of oversimplification: instead of leaving out of the model something which should be in it, we read the model as containing something which in fact is not a part of it (Kaplan, 1964:285)."

Models for Developing Policy in the Prospective Mode

Keeping in mind the nature and limitations of models as

discussed above, an examination of the models described by Dye (1972) which are used in political science as frameworks against which to view public policy development seems useful. In discussing the models, however, it must be borne in mind that they are not mutually exclusive. Application of parts of one model to a particular policymaking situation does not rule out analysis by other of the models. In fact, in many respects, a discrete policymaking activity may proceed according to the elements of several of the models. This notion of multiple models for analysis of a policymaking sequence is useful to this study in that evaluation of the modes by which the policy matters that were addressed in the rewriting of the School Act can be undertaken from the vantage points provided by each of the models presented by Dye. The six models examined by Dye are as follows:

--- the elite-mass model (Dye and Zeigler, 1970);

--- the group model (Truman, 1951);

--- the rational model (Dror, 1968);

--- the incremental model (Lindbloom, 1959);

--- the institutional model (Friedrich, 1941); and

--- the systems model (Easton, 1965).

A brief description of each of the models follows.

The Elite-Mass Model: Policy as Elite Preference

The elite-mass model can be represented as follows:

1. Society is divided into the few who have power and the many who do not. Only a small number of persons allocate values for society; the masses do not decide public policy.

2. The few who govern are not typical of the masses who are governed. Elites are drawn disproportionately from the upper socioeconomic strata of society.

3. The movement of nonelites to elite positions must be slow and continuous to maintain stability and avoid revolution. Only nonelites who have accepted the basic elite consensus can be admitted to governing circles.

4. Elites share consensus on behalf of the basic values of the social system, and the preservation of the system. In America, the bases of elite consensus are the sanctity of private pro-, perty, limited government, and individual liberty.

5. Public policy does not reflect demands of masses but rather the prevailing values of the elite. Changes in public policy will be incremental rather than revolutionary.

6. Active elites are subject to relatively little direct influence from apathetic masses. Elites influence masses more than masses influence elites.
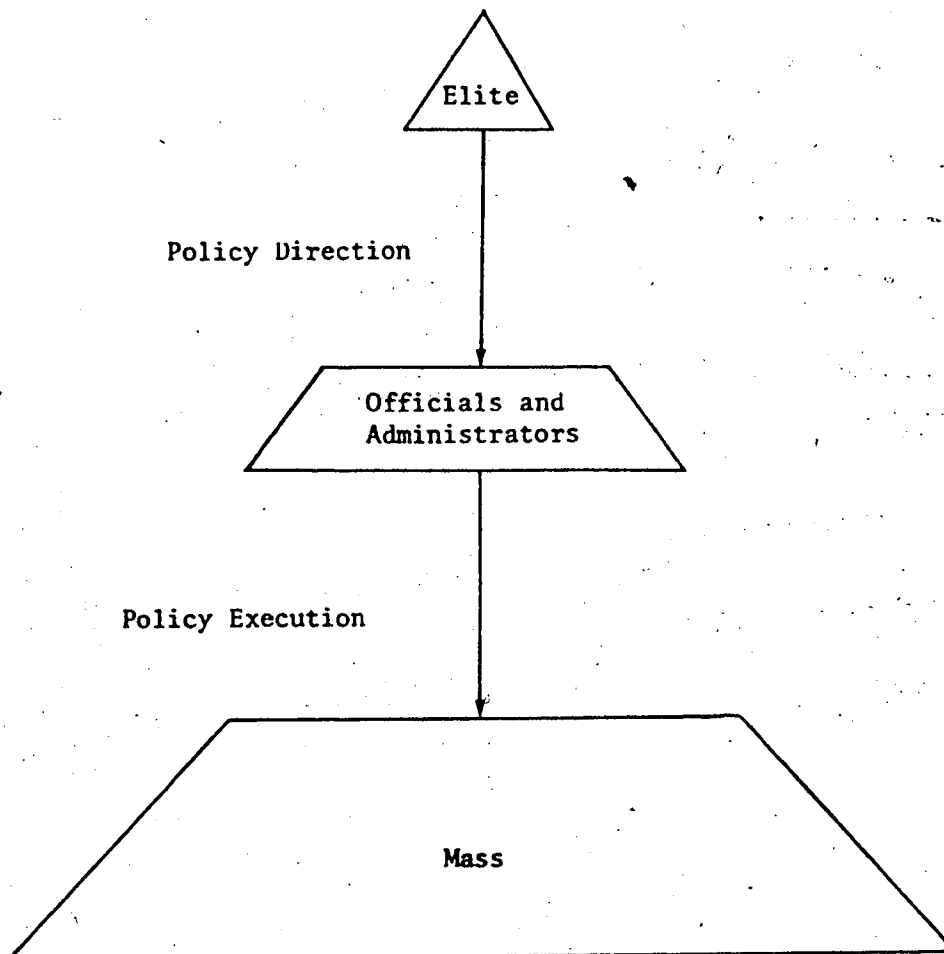
FIGURE NUMBER 1. THE ELITE MODEL

(Dye, 1972:20-21)

The Group Model: Policy as Group Equilibrium

Truman (1951) in developing an approach to political science
suggested that the group model rests on the notion that interaction
among groups is the central fact of politics. Individuals with common
interests come together either formally or informally to make their de-
mands felt by governments. Truman sees an interest group as "a shared-
attitude group that makes certain claims upon other groups in the soci-
ety" which becomes political "if and when it makes a claim through or
upon any of the institutions of government (Truman, 1951:37)." Conse-
quently, it would seem to the writer that individuals become important
politically only when they act as part of, or on behalf of, group inter-
ests. Dye suggests that:

> The task of the political system is to manage group conflict by
> (1) establishing rules of the game in the group struggle, (2) ar-
> ranging compromises and balancing interests, (3) enacting compro-
> mises in the form of public policy, and (4) enforcing these com-
> promises.

(Dye, 1972:23)

Accordingly, it seems that public policy is defined by pro-
ponents of the group model as the equilibrium reached in the group
struggle at any given time. It is determined by the relative strength
of influence of interest groups. Changes are determined by the varying
preferences of groups and movements are directed toward preferences of
those groups gaining in influence at the expense of those groups which
are losing influence at any given time (Latham, 1956:239).

Rationalism: Policy as Efficient Goal Achievement

The rational model derives from economic theory and is ideal-
istically designed to maximize net value achievement. Net value

achievement is discussed by Dye who also develops the central assumptions
in this model which has been explicated in the field of political science
most notably by Dror. In discussing the rational model Dye states:

> ... a policy is rational when it is most efficient - that is, if
> the ratio between the values that it achieves and the values that
> it sacrifices is positive and higher than any other policy altern-
> ative ... . Rational policymaking also requires information about
> alternative policies, the predictive capacity to foresee accurately
> the consequences of alternate policies, and the intelligence to
> calculate correctly the ratio of costs to benefits. Finally,
> rational policymaking requires a decision-making system which
> facilitates rationality in policy formation.

<div align="center">(Dye, 1972:27)</div>

The following diagram illustrates the stages of policymaking
by the rational model (Figure 2 on page 28).

Incrementalism: Policy as Variations on the Past

Incrementalism suggests that public policy is simply a con-
tinuation of past governmental policies with modifications, either addi-
tive or subtractive, being made at a relatively slow pace, i.e., incre-
mentally. Lindbloom (1959) first suggested this approach in criticizing
the traditional rational model of decision-making. He felt that deci-
sion-makers do not make regular reviews of their policies nor follow
the model of rational policy development unless the constraints of time,
intelligence and cost are sufficiently minimized so that a formal policy
development activity can be mounted. This, he infers, occurs only in-
frequently.

A more conservative approach usually suffices. Existing pro-
grams, policies, and expenditures are considered as a base, and atten-
tion is concentrated on increases, decreases, or modification of cur-
rent operations. Policymakers seem to accept the legitimacy of this
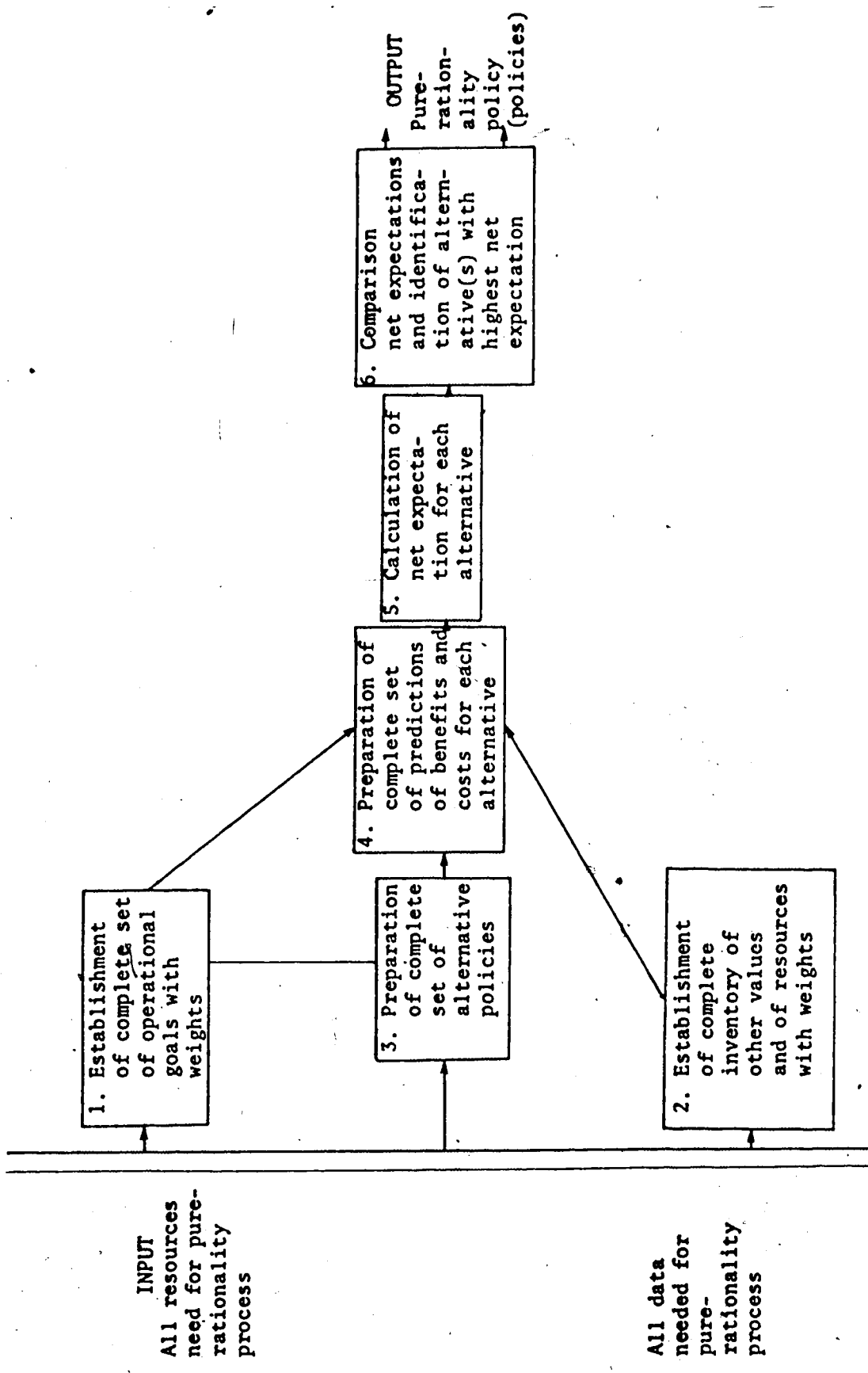
FIGURE 2. THE RATIONAL MODEL

(Dye, 1972:26)

INPUT
All resources
need for pure-
rationality
process

All data
needed for
pure-
rationality
process

1. Establishment
   of complete set
   of operational
   goals with
   weights

2. Establishment
   of complete
   inventory of
   other values
   and of resources
   with weights

3. Preparation
   of complete
   set of
   alternative
   policies

4. Preparation of
   complete set
   of predictions
   of benefits and
   costs for each
   alternative

5. Calculation of
   net expecta-
   tion for each
   alternative

6. Comparison
   net expectations
   and identifica-
   tion of altern-
   ative(s) with
   highest net
   expectation

OUTPUT
Pure-
ration-
ality
policy
(policies)

approach and simply agree to continue with increments to existing policy.

Five reasons are given by Dye for the popularity of the incremental approach. The first reason given is that policymakers do not have the time, intelligence or money to investigate all of the alternatives to existing policy. Second, they accept the legitimacy of previous policies or extensions thereof because of the uncertainty that accompanies the adoption of totally different policies. Third, there are often heavy material, human, and structural investments in existing programs that tend to preclude radical changes. Fourth, incrementalism seems to be politically expedient. It tends to cause little conflict, maintain stability, and preserve the existing political system. It is complementary to pragmatic man: he seldom searches for the "one best way" but grasps quickly for "a way that will work." The fifth and final reason given by Dye for a preference for the incremental approach is the absence of agreed-upon societal goals or values. It is easier for government in the pluralist society to continue existing programs than to engage in overall policy planning toward specific goals which society may not approve (Dye, 1972:31-32).

Institutionalism: Policy as Institutional Activity

In the institutional model public policy is authoritatively determined, implemented, and enforced by governmental institutions which give public policy three distinctive characteristics. First, government lends legitimacy to policies. They become legal obligations which command the loyalty of citizens. Second, government policies are universal in their application, extending to all people in the society. Finally, governments monopolize legitimate coercion in society. Because of these

characteristics, individuals and groups in society tend to work for enactment of their preferences into public policy (Dye, 1972:33).

Dye makes the relationship between governmental institutions and their structures clear in the following quotation:

> Governmental institutions are really structured patterns of behavior of individuals and groups. By "structured" we mean these patterns of behavior tend to persist over time. These stable patterns of individual and group behavior may affect the content of public policy. Institutions may be so structured as to facilitate certain policy outcomes and to obstruct other policy outcomes. ' ... In short, the structure of governmental institutions may have important policy consequences ... . We must be cautious in our assessment of the impact of structure on policy. We may discover that both structure and policy are largely determined by environmental forces, and that tinkering with institutional arrangements will have little independent impact on public policy if underlying environmental forces - social, economic, and political - remain constant.

(Dye, 1972:33-35)

Although Dye makes a rather strong case for identifying the institutional model as unique from the others presented, it can probably be defended that this model is a special case of the group model presented earlier. The difference is that the group under consideration is not in fact a special interest group in the same sense that the other groups that influence government are but is directly involved and officially sanctioned in its moves. Other groups may or may not enjoy such direct privileges.

The Systems Approach: Policy as System Output

In describing the systems approach, Dye paraphrases Easton as follows:

> One way to conceive of public policy is to think of it as a response of a political system to forces brought to bear upon it from the environment. Forces generated in the environment which affect the political system are viewed as inputs. The political system is that group of interrelated structures and processes which

functions authoritatively to allocate values for a society. Outputs of the political system are authoritative value allocations of the system, and these allocations constitute public policy ... .

The value of the systems model to policy analysis lies in the questions tha it poses:

1. What are the significant dimensions of the environment that generate demands upon the political system?

2. What are the significant characteristics of the political system that enable it to transform demands into public policy and to preserve itself over time?

3. How do environmental inputs affect the character of the political system?

4. How do characteristics of the political system affect the content of public policy?

5. How do environmental inputs affect the content of public policy?

6. How does public policy affect, through feedback, the environment and the character of the political system?

The following diagram of the systems model focuses discussion:
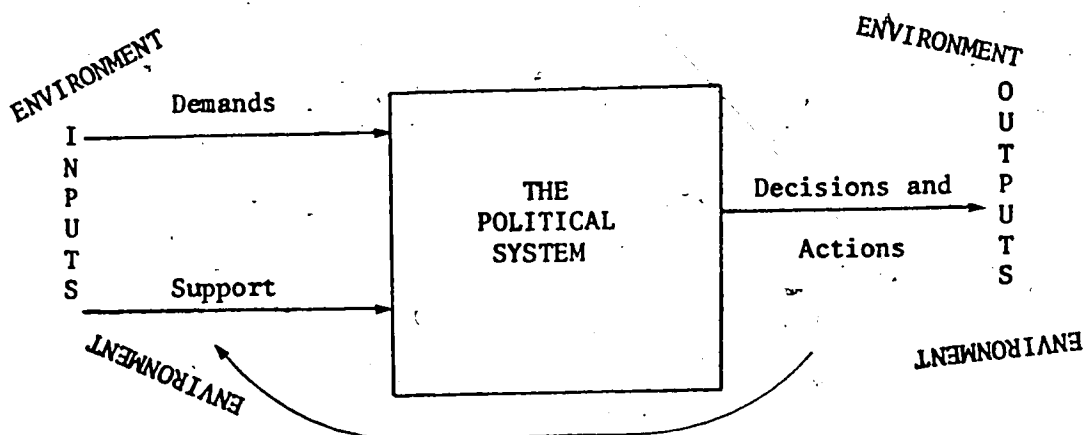
FIGURE 3. THE SYSTEMS MODEL

(Dye, 1972:18)

The Amara Framework

A more comprehensive portrayal of the systems approach and

an explication of its utility in examining policy questions has been

formulated by Amara. His representation of the policymaking system

follows:

> In this representation, inputs to society (SP) are grouped
> into three categories. First are the controllable inputs which
> result directly from policy, planning, and program choices (S);
> such inputs are designated strategies
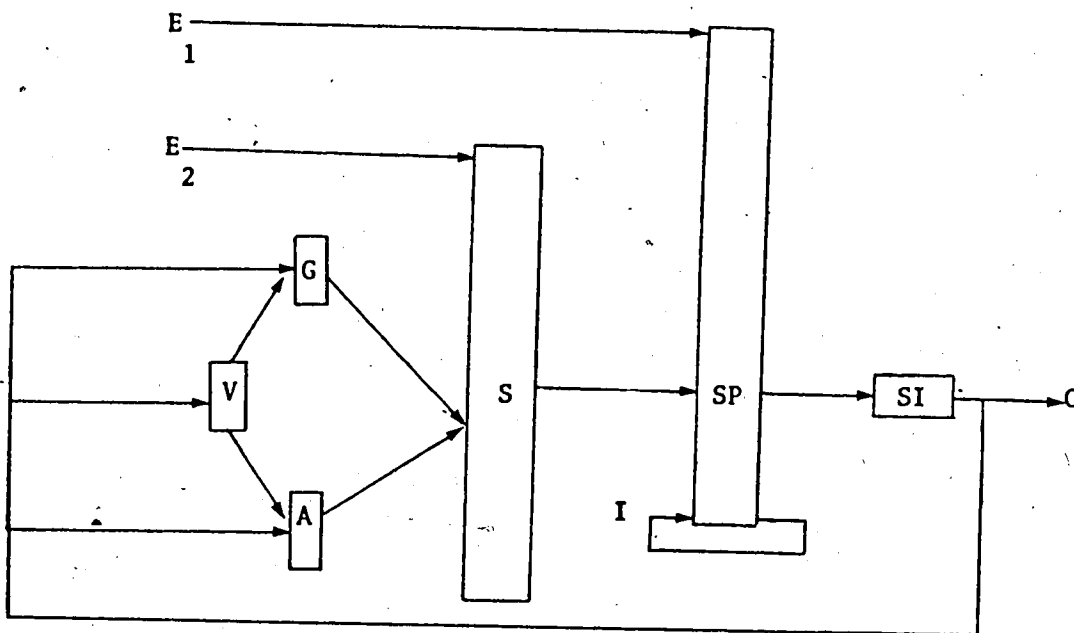
V	= Values	SI	= Societal Indicators
G	= Goals	E	
		1	= External Societal Events
A	= Attainments	E	
S	= Strategies (policies, plans, programs)	2	= External Inputs to Strategy formation
SP	= Societal Processes	I	= Internal Societal Events
O	= Outputs Comprising V, G, S, SI Descriptions		

FIGURE 4. THE AMARA FRAMEWORK

and include direct actions as well as societal operating rules.
The other two types of inputs are uncontrollable and probabilistic,
and serve largely to set constraints; these are designated internal
events (I) and external events (El), depending on whether they are
generated inside or outside the representation of society. Outputs
from society are its resulting conditions or states, which can be
revealed by selected measures or indicators (SI) that provide in-
formation on the states of society as a function of time and at
various levels of disaggregation.

Controllable inputs, with which we are primarily concerned, consist of programs generated from plans that stem from policy choices. Policies, in turn, orginate from an interplay of goals (G) or aspiratons, perceived attainment (A) levels and externally derived judgmental inputs (E2). Policy choices are normally made to reduce the gap or mismatch between what society perceives to have and what it perceives to want. In essence, these judgments reflect complex interactions of societal measures or indicators on the one hand, and value (V) systems on the other.

It is important to note the role of indicators in creating a closed loop out of the policymaking process; the process is thus iterative, with the end product of one round serving as the basis for the start of the next. This point cannot be over-emphasized. No implication should be drawn that the process operates linearly from values, goals, and attainments, to preferred strategies. The emphasis is rather on an understanding of the ends-means relationships necessary in defining and modifying values, goals, and attainments in response to perceived and projected social outputs.

Summarizing, the six basic elements proceeding forward through the loop are (as shown in Fig. 4):

--- Values
--- Goals
--- Attainments
--- Strategies (polices, plans, programs)
--- Societal processes
--- Societal indicators

(Amara, 1972:60-61)

Further insight into the Amara Framework, particularly regarding the category labelled "Strategies" is provided in the following quotation:

Strategies are policies, plans, and programs. Policies are stated in terms of detailed goals, plans in terms of objectives, and programs in terms of direct actions and operating rules. The generation of strategies is normally done through the political process and is characterized by incrementalism, bargaining, fragmentation and discontinuity.

One of the starting points for policymaking is the perceived mismatch between goals and attainment levels. The methodology for generating strategies that will produce (efficiently or otherwise) a specified attainment level is in a primitive state of development. No known analytical approaches can evaluate satisfactorily tradeoffs at the highest levels (e.g., health, education, welfare). Attempts to view policymaking remains a subtle art form

that must include a large element of pragmatism and so requires
the judgment and experience of those keenly sensitive to the
workings of the social system.

(Amara, 1972:66)

It will be recognized that the systems model and Amara's

Framework in particular is more thoroughly developed than are the other

models presented in the study. Its complexity seems to encompass con-

cepts drawn from each of the other models and as such merits analysis,

the purpose of which might be to locate the relationships that may

exist between and among the systems model and the other models presented

by Dye. An attempt to specify those relationships follow.

Analysis of the Models

The systems model as presented here and as developed by

Bertalanffy (1951) as a general theory, and by Easton (1965) and

Sharkansky (1970) as it relates specifically to public policy, is suf-

ficiently complex and accommodating of diverse variables and interactions

that it seems to be amenable to subsuming under its rubric many other

models or theories of the way public policies are made and implemented.

If one considers a basic system composed of inputs, throughputs, and

outputs within an environment which can influence the system at any

point either directly or as a result of feedback from effects of outputs,

a structure for creating a system or for analyzing it can be inferred

and the functions of the system that must be carried out, including

the effects that the environment will have on those functions become

apparent. It is argued that the five models in addition to the systems

model that Dye identified can be classified as segments of the systems

model, three of which relate to a structural aspect of a system and

the other two relating to the functioning of the system.

The institutional model identifies a group which is endogenous to government as being the prime group in formulating and executing public policy. Referring to the systems model then, the institutional model locates a group within a structure whose basic sphere of activity is within the throughput section of the policymaking system. It may extend peripherally into the environment; certainly it acquires input and produces policy as output, but it is essentially, according to the institutional model, concerned with its own internal stability.

The group model has similar characteristics but the pressure groups it attempts to explain are less structured than are the institutions of government. Pressure groups exist primarily outside of the throughput section of the system although they do have some influence on the throughput processes when their relative power to influence is in the ascendancy as compared with other groups. Interest or pressure groups select those environmental forces that appeal to them and translate them in the most effective ways that are open into inputs which are then processed by the throughput mechanisms. One could argue that interest groups act in ways which are similar to those used by governmental institutional groups, the difference being a shift in the position which each occupies relative to the total political and social system.

A similar structural shift emphasizes the location of the other special interest group, viz., the elites as described in the elite-mass model. In this case the elites are effective both within the throughput, where they seem to exercise policy-veto power and outside where they select those environmental and feedback impulses that will be permitted to result in throughput action. Again, the major difference between

elites and pressure groups seems to be location which seems to affect

power to influence action. Like the group and institutional models,

the elite-mass model can be thought of as a section of the larger, all-

encompassing systems model.

  The following diagram may assist in visualizing the concepts

presented above:

(Group
Model)

(Elite-mass
Model)

INPUT ⟶ THROUGHPUT ⟶ OUTPUT

(Institutional
Model)
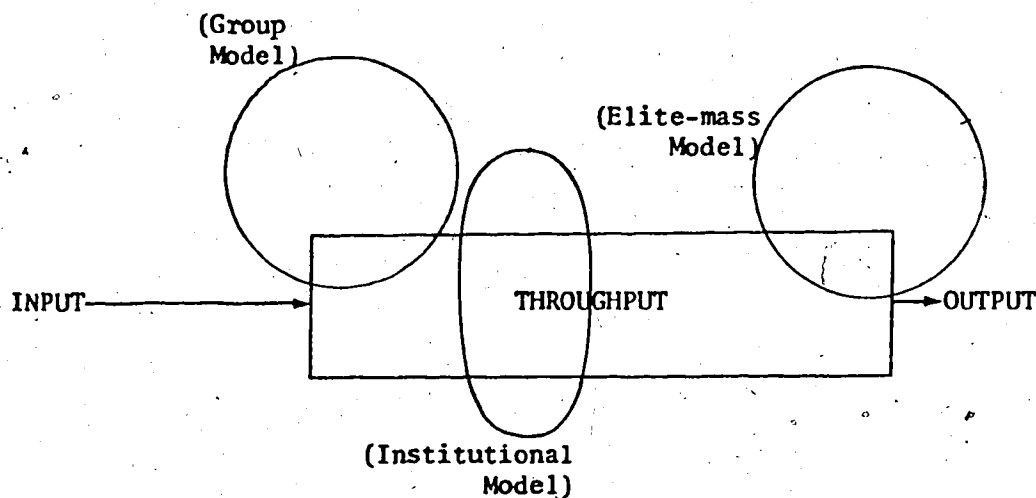
FIGURE 5. THE SYSTEMS MODEL

  Examination of the functions of the system requires a shift

in emphasis away from structure and location. One might argue that the

functioning system is capable of accommodating all possible influences

on policy formation. If a system were to function such that no possi-

ble variable were to be neglected in considering policy matters, the

process would be entirely consistent with the rational model as herein

presented. The rational model then, can be thought of as the manner in

which a system would function if it were all-inclusive in its operation.

However, the public educational policymaking system does not seem to account for all of the many variables that exist. In addition, the interactions of variables are often non-forecastable. In these real circumstances, one must opt for something less than full consideration of all factors. What is often done is to select and limit the factors that are to be considered. This seems to correspond with the incremental approach or model. It recognizes that the full rational model is in fact unattainable and opts for incremental development.

What may be considered as a mid-way position has been advocated by Dror (1968). He rejects incrementalism and although he recognizes that the pure rational model is beyond attainment, urges movement in that direction. His approach is a systems approach, wherein he seems to advocate incremental attempts to maximize rational policymaking.

This melding of the six models presented by Dye under the unifying systems viewpoint is not intended to cast question upon the utility of the other five models as analytical constructs. In specific cases each of the models may serve as analogies which may bring insight to what may have happened in that particular case. In this study, each model did serve to focus understandings of ways in which particular policies were made.

Making Policy Prospectively

How then, is policy made prospectively? The discussion of the systems model adopted from Dye and the Amara Framework both describe policymaking in the prospective mode. Dror also develops the stages and phases of policymaking in a systems approach in his original policymaking work (Dror, 1968), a summary and adaptation of which will next be presented.

Metagoal Setting (Megapolicy)

Dror indicates that good policy cannot be made until good policy has been made about how to make good policy (metapolicymaking). It is the position of the writer that there is a prerequisite to metapolicymaking which might be termed "metagoal setting", or setting the goals of the goals of the organization. This is essentially what has earlier been referred to as megapolicy. Bennis, in using the term "metagoals" defines them as "supra-goals which shape and provide the foundation for the goal structure (Bennis, 1966)." What are the purposes of this organization? What is its mission? What is it trying to accomplish? Amara incorporates this concern in his framework. Answers to these questions with respect to the organization in its totality should be formulated explicitly in grossly generalized, idealized, corporate a s w ch are believable and believed by the persons holding directional authority in the organization. While it is risky to reify an organization, in some respects, according to Katz and Kahn (1966:14), an organization, like a real person, is possessed of built-in goals, because they were built-in by the founders of the organization, or because they emerged mysteriously as the organization functioned over time. In any organization that would attempt to control itself through policy, it seems essential that the goals be made explicit.

Dror's concept of metapolicymaking and its phases can apply equally well to the explication of metagoals. Initially it seems essential that a phase like Dror's "Processing Values" be conducted. According to Dror:

> Every society ... has a general reservoir of values that change constantly and that differ in the degrees to which they are conscious, intensely held, realistic, or backed up by power, in their structure

and formality, and in the way they are distributed. These differ-
ent "raw" values can be mutually independent, mutually reinforcing,
contradictory, or anywhere in between. In their raw form they are
not very useful for evaluating problems or formulating goals for
public policymaking; for such purposes they must be ordered and
made specific.

(Dror, 1968:164)

Dror does not seem here to be discussing policy on policymak-

ing (metapolicymaking) as he claims, but seems to be looking at process-

ing values to formulate goals. It is suggested that this is a metagoal-

setting process, which will need to be done continuously but not neces-

sarily before every particular policy is written, as Dror seems to

suggest.

The rest of Dror's discussion concerning processing values

seems to belong to metagoal setting. Values which the organization

"holds" can be specified and ordered in various ways. In some cases,

they may only be specified in very general terms, such as "in the public

interest." At another level they may result in a fully operational goal,

such as "maximization of profit limited by conditions a, b, and c." Dror

feels that it is essential to examine values held in detail and specify

them "at least enough to point out the main avenues of action (to be

pursued) and some priorities for them, including the basic values that

must not be impaired (and so receive almost infinite weight) (Dror,

1968:165)."

Specifying values involves as much rational analysis as the

system can muster. Rational attempts to ensure internal consistency are

essential if basic value conflicts are to be minimized. Social implica-

tions, feasibility and opportunity costs of providing for projected out-

comes if particular value positions are adopted can be rationally delin-

eated. But, in additon, final values adopted and their order of priority

in the organization can only be determined by human value judgments.
These then should be written as goals, subject to change, but having
been well enough considered that they can be used to reference direction-
al questions about aims at all levels of the organization.

When metagoal setting has occurred, metapolicymaking (policy-
making on policymaking) can begin.

Metapolicymaking

The concept of metapolicymaking is seen by Dror in seven phases.
Since this discussion identifies one prior phase which incorporates Dror's
phase one, six of his phases for metapolicymaking remain to be accommo-
dated in a pre-policy formulation, or metapolicymaking stage.

Metapolicymaking deals with the "major operations needed to
design and manage the policymaking system as a whole and to establish
the overall principles and rules for policymaking (Dror, 1968:164)."
This description seems to imply that metapolicymaking deals not with
distinct policies but with overarching policy on policymaking. It seems
to suggest that metapolicymaking activity need not be initiated with
respect to every policy review that is undertaken. Once it is complete,
it can stand, subject to periodic review in the same way that metagoals
might be changed incrementally over time, so long as the mission of the
organization remains reasonably stable.

Metapolicymaking begins as metagoals begin, to be thought of
in terms of constructing plans for realization of those goals. This
is characteristic of the prospective mode of policy development and Dror's
phases two through seven should be considered (Dror, 1968:166-176). Their
scope implies the conduct of a needs and resources assessment survey.
Dror's "processing reality" category (Phase two) can be operationalized

by considering the context within which policymaking activity will occur.
When projected against system metagoals, an understanding of perceived
reality of the situation and resources available will reveal discrepan-
cies between the "is" and "ought" positions of the organization. From
this needs assessment activity, problems will become apparent, which
then can be fed into (allocated to) the proper policymaking arm of the
organization. Some decisions respecting strategies and structures for
solving policy problems will be designed in this metapolicymaking stage.

It will·be seen that much of metapolicymaking is nonrepetitive.
Continual needs assessment-evaluative type of activities must be fed
back into the system, however, if the organization is to remain dynamic.

Policymaking

Although vague attention has been given under metapolicymaking
to the allocation of problems, resources and values, it is suggested
that this activity, because it deals with specific issues, is more appro-
priate to the policymaking stage, than to metapolicymaking. Thus, it
is suggested that Dror's phase eight, suballocating resources, include,
except for very general allocations, the matters discussed in phase six,
allocating problems, values and resources. Apart from this, Dror's
policymaking stage discussed in phases eight through fourteen seem fully
acceptable. A brief synopsis of those phases follows.

After resources are suballocated, Dror suggests that the next
step (phase nine) in adequate policymaking is to establish operational
goals, with some order of priority. The goals that have been agreed upon
for the organization must be stated in operational terms. Consistency
of goals must be examined as priorities are established. Phase ten deals
with establishing a set of other significant values, again with some

order of priority. The tasks falling under this phase deal with values

which do not constitute the direct operational goals of the policy, val-

ues which are associated with but are not directly part of the problem.

The values dealt with in this phase must be limited to those that would

probably be affected in some major way by the policy alternative that

was under consideration.

Phase eleven, preparing a set of major alternative policies,

including some "good" ones, is the heart of the policymaking process

here being described. The emphasis is to apply the concept of opti-

mality to the set of major alternatives that is proposed. There is

significant difference at this point between this description of policy-

making in a systems approach and that which is described in connection

with the rational model in that many fewer alternatives need be consi-

dered. Yet, optimality implies more than just satisfactory in that it

suggests that alternatives should continue to be proposed until at least

one and if possible several proposals seem to promise a net output after

implementation of the policy that is not only satisfactory but good.

Proposed policies should continue to be generated until the formulators

conclude that either the optimal policy has been found or that no such

alternative within the means at· hand can be found, in which case the

signal to mobilize additional resources, abort, or change the standard

of good is evident.

Generating the "good" alternative depends to the greatest ex-

tent possible upon the most rational techniques that can be mustered.

These are essential in examining the effects that all known policies

might have if implemented relative to the problem at hand. But if inno-

vative policies are indicated in areas where new directions seem to be

needed, it is Dror's opinion that "the best way to acquire them is to use extrarational resources (Dror, 1968:179)."

Phase twelve consists of preparing reliable predictions of the significant benefits and costs of the various alternatives. Two requirements are necessary to make this phase optimal. The basic strategy choice between generating more innovative alternatives and making more reliable predictions of costs and benefits must be made explicitly. Then when either strategy is adopted, the policymaker should construct as reliable a set of predictions as possible within the limits of available resources.

In deriving an optimal set of predictions, Dror sees four main subelements that should be considered for each alternative:

1. The foreseeable benefits and costs, in terms of operational goals and other values, with an explicit estimation of how probable their occurrence is;

2. An indication of how valid those predictions are, including a critical examination of the assumptions on which they are based and their sensitivity to mistakes in those assumptions.

3. An indication of how probable it is that unpredictable consequences will occur, with some informed guesses about the main direction they might take, as well as an estimate of how valid the indication is and an explict examination of its assumptions (including sensitivity estimation).

4. A clear demarcation of the cutoff horizon (in terms of time, territory, and spheres of social activity) on which each of the above predictions and estimates is based, some indication of what the long-range spillover and chain-reaction consequences might be, and an evaluation of how reliable this indication is and of the assumptions on which it is based (including sensitivity estimation).

(Dror, 1968:180-181)

From the foregoing it is evident that there must be a balance struck between reliance on extrarational and rational methods used in preparing predictions. According to Dror, the most important rational

techniques for reducing uncertainty about predictions are the following:

1. Theoretical analysis leads to prediction by way of a theoretical understanding of the involved phenomena. In essence, such analysis requires a behavioral model of the involved phenomena, which can be qualitative ("theory"), quasi-quantitative, or sometimes quantitative (as in econometrics). These models allow simulation of the alternative policies, and lead to predictions whose validity depends on the quality and validity of the models.

2. Extrapolation from the past, insofar as conditions are similar enough that differences can be compensated for and insofar as the alternatives are conservative, is a usable basis for prediction, even when the involved phenomena are not understood, in which case their future states cannot be predicted by analysis. These remarks also hold true for analogies with policies in the past or in other systems.

3. Focused research is a powerful tool for reducing uncertainty, though it is often time-consuming. It may be directed at providing data and knowledge that will allow the other techniques to be used. It may also be directly aimed at providing predictions, as in collating intelligence about international relations, or in public-opinion research about public reactions.

4. Pilot testing alternative policies is always hard and often impossible, but in many more situations than it has been used in, it is the only feasible way to arrive at reasonably reliable predictions, particularly for complex, basic social issues where the time needed is available; among such issues are birth control, housing patterns, and traffic-control systems. Gaming belongs here as a weak form of pilot testing by analogy.

5. In sequential decisionmaking, parallel approaches are adopted for as long as significant learning from them takes place. This is both a technique for reducing uncertainty that could be used as a component of this phase, and a basic strategy for dealing with uncertainty that could be set down in phase 7 (determining policymaking strategy).

6. An important method for making predictions that illustrates the possibilities for systematically using extrarational processes by means of explicit rational arrangements is canvassing the intuitive opinions and tacit knowledge of experts. A recent and promising method for doing so is the Delphi method, selected groups of experts answer detailed questionnaires about their opinions on future developments (or other problems) and then receive feedback, in the form of summaries of their replies, to which they again respond. In this way the effects of a group meeting that depress innovations and opinions are

reduced, but the advantages of mutual stimulation and of give and take are largely.retained. Some problems remain to be solved, such as how to identify, among equally famous experts, those who are especially capable at making predictions, and how to sum up non-converging opinions. But in principle the Delphi method shows how much room there is for better prediction methods that rely on both rational and extrarational processes. Some other possibilities would be to set up interdisciplinary teams that would work mainly on predictions, to encourage individual scholars to pay more attention to foreseeing the future, and to use operational gaming to get better insight into possible occurences.

These and other rational methods can often significantly reduce uncertainty in predicting the benefits and costs of alternative policies. But they can rarely resolve uncertainty completely, and often leave a great deal of uncertainty unresolved. Extrarational processes, therefore, play a very important part in constructing the prediction sets, both within the rational methods (review by specialists relies greatly on their "expert feel," to use the phrase of Mr. Justice Frankfurter) and as a separate source. Generally speaking, the more complex and novel the alternatives are, the less will rational methods be able to predict their effects, and the more must (and should) judgments, hunches, and similar extrarational processes be relied upon, after they have been nourished by the findings of the rational methods.

Even after everything possible has been done about it, policy-making continues to face much uncertainty. What its basic orientation in dealing with uncertainty will be is a strategy that must be established during metapolicymaking. How much uncertainty there is also largely determines what the optimal form of the policy should be, because different forms have different capacities for putting up with uncertainty. Among those with a large capacity are framework policies, conditional policies, and multiple-alternative policies. The high, residual uncertainty is also a major reason why intense feedback and repolicymaking are needed to adjust policies as their unpredictable effects are learned.

(Dror, 1968:181-183)

Phase thirteen, comparing the predicted benefits and costs

of the various alternatives and identifying the "best" ones combines

calculating and comparing net expectations as described in connec . n

with the rational model. Balancing of benefits and costs of each al-

ternative is carried out primarily by employing mixtures of the process

of calculation where that is possible, estimation where calculation is

less possible comparison of projected results and intuitive judgment.

The main problem that occurs in operationalizing this phase is in trying to compare qualitatively different types of benefits and costs, which differ not only in substance but also in their chronological distribution and in how reliable the predictions that they will occur are. It is relatively simple to identify the "best" alternative when predicted costs and benefits are in all ways judged to be superior to all other alternatives. But when there are various alternatives whose predicted costs and benefits show competing patterns, choice of the "best" is more difficult. In these cases it is sometimes possible and preferable to generate additional alternatives by combining features of those initially developed. This implies that there must be continuous feedback between this phase and phase eleven where alternatives are generated.

Phase fourteen, evaluating the benefits and costs of the "best" alternatives and deciding whether they are "good" or not, completes the cycle of processes that prospective policymaking might follow. This phase is simply an extension of that described under phase thirteen. Where phase thirteen is directed towards the comparing of costs and benefits between and among the various alternatives that had been generated, phase fourteen directs attention to comparing the "best" alternative with the desired notion of "a good" alternative. Quoting again from Dror:

> If the best alternative has a "good" expectation by this standard, (i.e., the "goodness" standard of the relevant policymaking unit) it should be adopted as policy, then the post-policymaking phases begun. If the alternative's expectations are "not good enough," feedback processes should set off a search for more alternatives or lead to changes in the standard: ...)

(Dror, 1968:187)

Determining the goodness standard is one of the most crucial processes in this model of policymaking. It determines whether an

alternative is accepted or rejected. If the standard is set too low,
public policymaking will not be as good as it could be. If it is set
too high, waste will result in endless searches for additional and per-
haps nonexistant alternatives. .Setting the standard then could lead
to the dilemma faced by proponents of the rational model. In order to
provide some guidelines on achieving some degree of optimality without
becoming too rigid, Dror suggests the following conditions that again
involve a mix of rational and extrarational components in specifying
what may yield a goodness standard that should almost always satisfy:

> It should require: (1) a high probability that the society
> will survive (in the larger sense); (2) a high probability that
> the policy will be politically and economically feasible; (3) con-
> tinual improvements in the net expectation of policymaking in the
> same unit and of new policies as compared with similar policies
> in the past, unless the major environmental variables become worse;
> (4) better net expectations than in any comparable policymaking
> system; and (5) highly developed search for alternatives, with,
> at the least, extensive surveys of knowledge. It should also
> (6) pressure policymaking to be as good as possible, by requiring
> checking up on the policymaking phases through which the proposed
> alternative has passed, and by demanding independent simulating
> of some of them. Finally, it should (7) generally be explicit,
> and known during all earlier policymaking phases, whose activities
> it will influence because the various actors will anticipate its
> verdict. Establishing a "goodness" standard that satisfies these
> seven conditions, especially condition 6, will obviously impose
> certain structural requirements, such as that it be slightly redun-
> dant, on the policymaking system.

<div align="center">(Dror, 1968:187, 188)</div>

All parts of the metapolicymaking and policymaking systems
must be interlaced with adequate communications and feedback mechanisms,
which crosscut and interconnect all other phases. The following model
illustrates Dror's view of this feedback feature which is accepted.

Post Policymaking

The model on page 49 ends with phase fifteen, motivating
the executing of the policy. It is the position advanced herein

that motivating the execution of policy, although it is crucial to later

success of policy implementation, need not necessarily be a function

of the arm of the organization that formulates policy. As argued above,

the policy when enunciated may be given official sanction by the legis-

lators in the organization. It will then be given to the executors (who

may or may not have formulated it). · It will be this latter group that

will motivate execution, execute and evaluate. But again, there may

be significant participation in these activities with the official sanc-

tioners of the policy. Again the importance of communication and feed-

back into the metagoal setting, metapolicymaking and policymaking arenas

, must occur.

The methods of making policy that have been developed using

the systems approach as elucidated herein with specific reference to

Dror and Amara can be applied generally when the other five models pre-

sented by Dye are being considered. Whether it is one of the three

structural alternative type groups that is influencing policy primarily,

or one of the two idealized functional perspectives that is being em-

ployed, the steps to making policy prospectively can be thought of as

following in some respects the procedures-outlined above. In each case,

the details and extent of consideration of each step will differ, but

in the general case, the description given is typical of the processes

that deliberate policymaking seems to follow. What seems to be called

for, is more rigorous application of the knowledges available, so that

over-reliance on intuitive methods only can be reduced.

Retrospective Policy

The second sense in which the term policy is used in this

study refers to policy that is made as experience accumulates and is
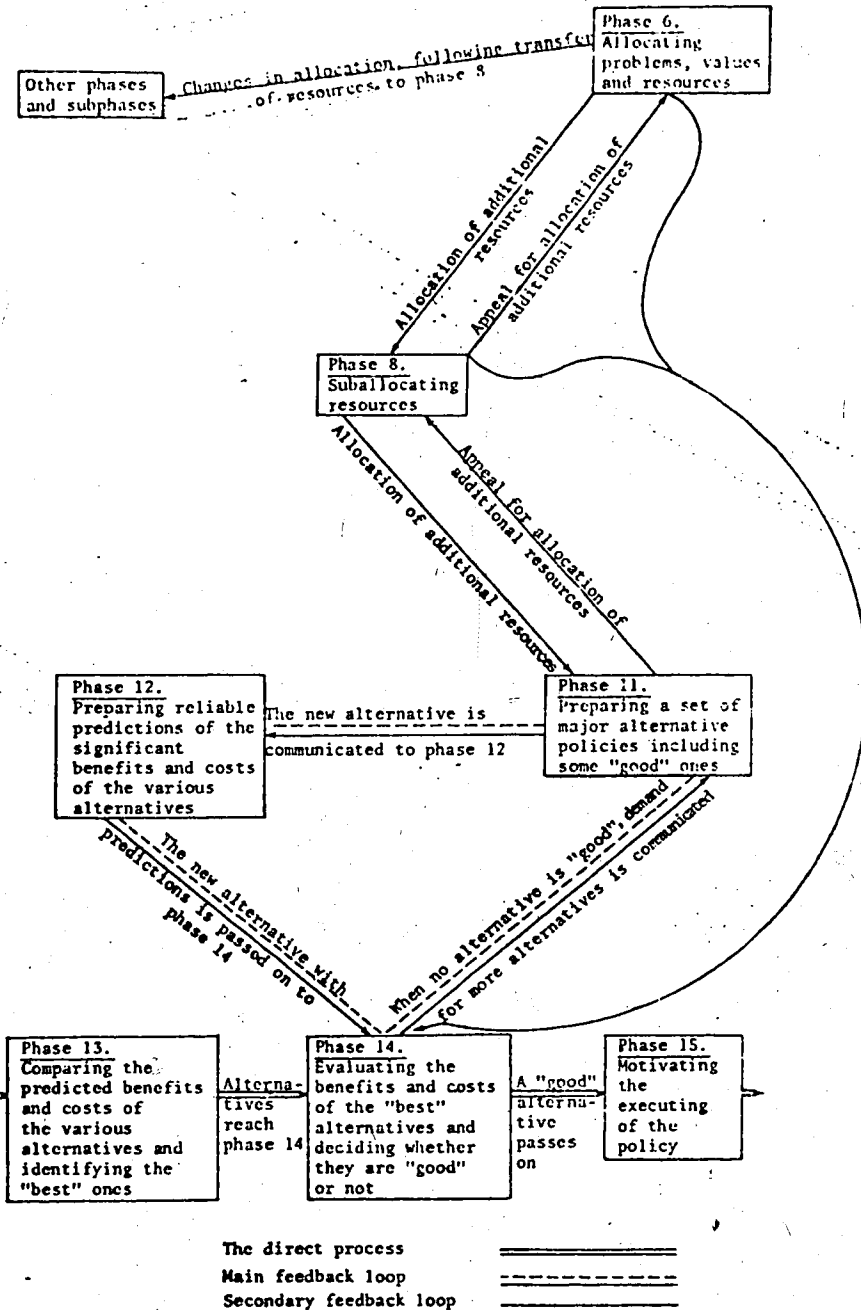
FIGURE 6. ALTERNATIVE-SEARCH FEEDBACK LOOPS

The content of the figure:

Phase 6. Allocating problems, values and resources

Other phases and subphases

Changes in allocation following transfer of resources, to phase 8

Phase 8. Suballocating resources

Allocation of additional resources

Appeal for allocation of additional resources

Phase 12. Preparing reliable predictions of the significant benefits and costs of the various alternatives

The new alternative is communicated to phase 12

Phase 11. Preparing a set of major alternative policies including some "good" ones

Allocation of additional resources

Appeal for allocation of additional resources

The new alternative is passed on to phase 14

Predictions is passed on to phase 14

When no alternative is "good", demand for more alternatives is communicated

Phase 13. Comparing the predicted benefits and costs of the various alternatives and identifying the "best" ones

Alternatives reach phase 14

Phase 14. Evaluating the benefits and costs of the "best" alternatives and deciding whether they are "good" or not

A "good" alternative passes on

Phase 15. Motivating the executing of the policy

The direct process

Main feedback loop

Secondary feedback loop

(Dror, 1968:195)

only discovered retrospectively; viz., that which has arisen through
tacit acceptance of practice and is implicit, latent and unwritten, re-
siding only in the collective perceptions of its formulators and imple-
menters. An explanation of a rationale for considering retrospective
policy as a distinct type of policy will be given and some notions about
how one might derive such policy from ongoing operations will be explored.

A Rationale

Retrospective policy development or discovery can be rational-
ized by considering certain aspects of the models presented above. Each
of the models seems to accommodate the argument herein presented but
reference to systems models most clearly makes the case for the central
place that retrospective policy is claimed to occupy in this study.

The development of the rationale for retrospective policy dis-
covery is facilitated by extracting from the arguments presented above
relative to development of policy in the prospective mode and the Amara
framework, the following simplified diagram of relationships that exist
between and among goals, policies and activities of an organization.
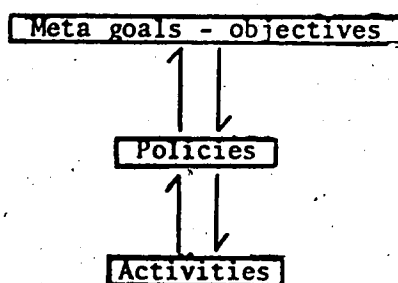
FIGURE 7. PROSPECTIVE - RETROSPECTIVE POLICY DETERMINATION

The three boxes represent goals (meta goals to basic objectives),

policies, and activities as descriptors of distinct elements that to

some degree exist in all organizations. If organizations have purpose

as classic definitions of organizations suggest, goals and/or objectives

exist either explicitly or implicitly. If one accepts the definition

of policies used herein, it can probably be argued that organizations

all operate consistent with policies (again these may only be implicit)

which reflect the intent of basic goals. An organization exists to "do"

something. What it does constitutes its activities. At this level,

because action can be observed, we find something that can be measured

and analyzed. The uncertainty surrounding existence of goals and poli-

cies does not seem to apply to activities at the operating level of the

organization.

A basic activity, and one about which analysis has been under-

taken is decision-making in organizations. Two generalized types of

decision are characterized by the reversing arrows in the above diagram.

These suggest that activities and policy at the lower level are tied

together by decisions. Similarly, goal formation and policy creation

are linked by higher level decisions. The direction of the decisions

depends upon whether one is considering prospective or retrospective

approaches. Under the prospective mode, the arrows point down while

the reverse is true when the retrospective mode is being utilized. Thus

a policy may dictate the type of decision to be made about a particular

activity (prospective mode) or a cluster of ongoing activities may be

examined, and a decision made to extract a unifying statement or des-

cription of the relationships operating, thus resulting in an explicit

policy statement (retrospective mode). Alternative methods of extracting

unifying policies from ongoing activities and ways of examining the major

decisions necessary to facilitate the aggregation of commonalities among activities and decisions into policy statements are discussed below.

Katz and Kahn (1966:260) seem to equate decisions about goals, procedures for achieving goals and evaluating performance with policy and argue that the prospective mode is the appropriate way to formulate such policy. They then consider decisions affecting routine administration and ad hoc decisions as non-policy decisions. The policy-administration dichotomy is discussed at length and dismissed with Gulick's (1937) proposition that modern decision theory should concern itself instead "with the decision between policy veto on the one side and policy planning and execution on the other." Several references are made to the frequent occurrence of ad hoc decisions, each time accompanied by the notation that these "... decisions have precedent value nevertheless, (and) reflect a need for policy which is inherent in the nature of the organizations (Katz and Kahn, 1966:260)."

Furthermore, Katz and Kahn state that "the mere announcement of an official that the policy of the organization will be thus and so is not in itself proof of policymaking ... (but) we should look at the actual systemic changes taking place rather than accepting the statement at face value ... the functioning of a system is not necessarily given in the statements of its leaders no matter how sincere they may be." Thus, it may be argued that Katz and Kahn perhaps unconsciously do consider retrospective modes of discovering implicit policy.

It would be interesting to examine policy manuals of public bodies and compare the adequacy and completeness of those policies with ongoing operation of the system. It is the writer's contention that a wide discrepancy may exist and that in the area of public education,

written policy that reflects reality and guides operations is more of
a need than an actuality.

One could accept the preferred Katz and Kahn model and opt
for more frequent and better prospective policy. All would agree that
this is a desirable direction to pursue but since this historically seems
to have been the route to such explicit policy as does exist and since
there is such a scarcity of public policy statements, perhaps the direc-
tion to move if we decide to make policy explicit and reality based
is the retrospective route indicated above.

Before proceeding in either direction, however, the caution
raised by Dror (1968:235) relative to "Restraints on Permitted Findings"
must be considered. When controversial issues are involved there are
times when public policy may be to avoid making policy public. In such
circumstances Lindbloom's (1959) "muddling through" or Etzioni's (1969)
"middling" policymaking may have to satisfice. It would only be within
the context of a specific political incident that a decision to move
in this direction could be rationalized.

Additional insight into the place of retrospective policy can
be gained by further examination of the Amara Framework (Page 32, Figure
4). His framework, by directing arrows to the right seems to be repre-
senting prospective policy development. By including inputs to societal
processes from the external environment and as a result of internal or
ongoing changes, many of the weaknesses ascribed to the strictly rational
model of policymaking discussed above are avoided. The problem that
may arise, however, is that societal processes may be guided by external
societal events and internal societal events to the minimization or even
exclusion of inputs that rationally could result from Amara's strategies

(policies, plans, programs). If the institutional model was the one

which seemed to be being followed, this would not likely happen, for

governmental institutions because of their proximity to the decisions

and actions of government can be expected to be conscious of the need

for planning and policy. But if interest groups or ruling elites were

controlling pol█████████, it is entirely possible that their selection

of environmenta██████████ould largely negate planning or policy consi-

derations, i█████████stances at least. If this were to happen

(and this study █████ds that i█ frequently does) policy is not effective

in guiding action and may never be explicitly formulated. Methods of

aggregating implications of ongoing societal processes resulting in pol-

icy statements again seem to be missing. What may be required in the

Amara Framework is a feedback mechanism connecting societal processes

and strategies where retrospective policy discovery could be accommodated.

One might argue that Amara's attainment category which obtains

feedback from societal indicators does in fact allow for explication

of implied policy arising out of action. The discusssion of attainment,

however, does not seem to include discovery of implicit policy. Attain-

ments are defined as "subjective measures of achievement or accomplish-

ment (Amara, 1972:64)." Perceptions filtered through value screens form

the basis of Amara's attainments concept and seem to be most useful in

making evaluative judgments. These judgments seem to be an essential

ingredient of improved policy formulation in making "go," "no-go," or

"modify" policy decisions but the entire description seems to be insuf-

ficient to account for the policy-by-extraction process which the term

retrospective policy discovery connotes. It may be argued that attain-

ments can only be used as the criterion against which emergent or

implicit goals may be judged after a retrospectively derived policy has

been enunciated.

Amara's discussion of strategies quoted on page 33 of this

study merits further examination relative to discovery of policy by the

retrospective approach. He is careful to point out that there are sig-

nificant relationships between and among policies, plans and programs,

i.e., his strategies. The implication seems to be that these three stra-

tegies proceed in sequence if policymaking is to be effective. Again,

the prospective mode seems to be described. But as far as accommodating

the notion of retrospective policy development, perhaps the direction

of thinking might be reversed. By considering programs first, plans

next and policies thereafter, greater success in discovering what policies

in fact guide programs may be experienced. If programs are direct actions

and operating rules which are being carried out to meet objectives, the

inherent plan must be discernible, for plans exist, for Amara, in terms

of objectives. One step further back, i.e., inferring "detailed goals"

leads to expression of policy. Viewed in this light, policy, planning

and programming could be viewed integrally. The failure in making the

relationships more clear may perhaps be a result of trying to impose

an unnatural directional bias to a process that more commonly is asso-

ciated in reverse of the rational model, which again seems to be impli-

citly assumed.

Discovering Policy Retrospectively

The foregoing discussion seems to suggest several ways by which

an analyst may infer and write policy statements from his observations

of action. Among possible starting points are analysis of activities,

critical decisions, or actual and anticipated crises. If an observer,

either participant or non-participant, were to go into a public organization and simply list the activities that are being carried out, cluster them into related areas and analyze both manifest and latent intents of the actions, he may be in a position to infer a policy statement which had implicitly been guiding the actions. Such a task would, in a large organization, prove to be of such magnitude that meaningful, generalized policy statements probably could only be constructed with difficulty. Hence, an examination of critical decisions affecting action may be more productive in that the class of decisions chosen for analysis could be selected to deal with broad policy matters, thus eliminating the many operational or simply administrative decisions that guide minute actions. Hayes and March (1970) used this approach in studying university governance. The problem, however, lies in knowing what decisions are critical, and which ones ought to be included in such analysis. It seems that the only way one can decide whether or not a decision is critical is to reconsider the context in which the decision was made.

Entering the search for explicit policy via analysis of past, present, and anticipated crises, as determined by interview of key personnel in the organization and content analysis of available records of communications may be more effective for the reason that consensus on perception of critical issues may be more readily discernible than identifying major decisions. However, the problem of determining who the key personnel are and whether their perceptions of critical issues are representative remains: a problem not unlike that raised in the preceding paragraph which again can probably only be resolved within a specific context.

The Evenson-Heron Approach

A procedure for policy identification was developed by personnel of the Edmonton Public School Board which may have application to identification of public policy at the government level.

Following proclamation of the School Act, on August 1, 1970, the Edmonton Public School Board addressed the problem of policy identification and policymaking. Evenson and Heron evolved a definition of policy which is similar to the one used herein, described the characteristics of policy, and examined the relationship of policies, regulations and procedures. They then proposed a format for classifying school board policies and sought board sanction to proceed with development of a policy manual. The administration wanted the new manual to reflect intent more nearly than did the existing Davies-Brickell (1960) catalog of regulations that was considered to be the board's policy.

The approval was granted and the Superintendent was authorized to proceed. He delegated the task to a Policy Development Advisory Committee (P.D.A.C.) which in turn delegated organization of the project to Evenson and Heron. In consultation with P.D.A.C., Evenson and Heron identified twenty-eight general areas about which, it was felt, policy should be written. Each member of P.D.A.C. then was made chairman over a few policy areas. Staff was seconded, the public was invited and students were asked to assist in development of a policy statement for each of the twenty-eight areas. These committees were initially urged to write a short but comprehensive policy statement concerning current policy. This they found difficult so they were instead encouraged to visualize an ideal policy and write that. When this had been done, it was relatively simple to move back to the "what is" statement as long as

a "what ought" possibility was kept in sight.

Thus twenty-eight statements of policy were extracted from practice and board philosophy.

It is interesting to note that Jantsch's objection to activity such as this (which is mentioned earlier) is anticipated and answered in that the process focussed on policy change. It did not stop at identification only.

Evenson and Heron and P.D.A.C. were able to identify the twenty-eight areas where policy explication was needed because of their knowledge as board employees of the system. Thus their methodology could only be applied in other situations by a participant observer. Somewhat different techniques would be necessary if an external researcher were to objectively identify policy in an organization under study.

Retrospectively Discovered Policy and the Policy Sciences

The discussion of retrospective policy as presented herein seems to suggest that implicit or retrospectively derived policy exists and that it can be made explicit. If these suppositions are correct, then their relevance to the areas identified for inclusion in the policy sciences becomes important. Policy sciences initially are concerned with policy analysis, i.e., identification of policy alternatives. It would seem difficult either to develop innovative policy alternatives or to select the best alternative from among those generated if the underlying or implicit policies guiding current actions were not first made explicit. Thus if improvement of rationality by accommodation of as many factors relating to policy development in the system as is possible is a goal, it is argued that detailed consideration of policy identification or policy discovery by the retrospective route is

essential. This process is in need of research and development as much
as any other facet of the policy field and, in the opinion of the writer,
should form an additional and basic concern of the policy sciences.

Contextual Mapping

A way of examining the factors identified by Amara is provided
by Lasswell through his conceptualization of Contextual Mapping which
offers perhaps the most comprehensive method of extracting policy from
practice.

Lasswell's Work rests upon a model of the Decision and Social
Process which he develops as follows:

Participants——————————►seeking to maximize values

(gratifying outcomes)—————————►utilize

institutions——————————————►affecting resources.
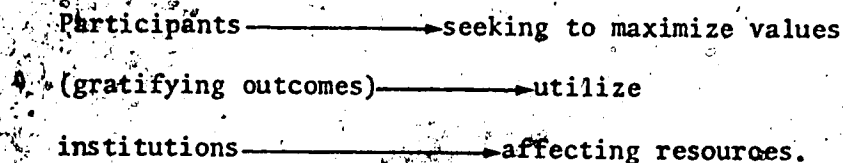
This is developed in Figure 8.

The participants are all who interact in a social context cho-
sen for policy analysis, viz., groups, or individuals and those groups
and individuals that shape or share values. Value shapers include active
political leaders and officials who share power. Recipients of benefits
of the policy become value sharers.

The perspectives are the subjective events experienced by the
participants in the social process. Perspectives of identity include
the I, me, or the primary ego symbols. The perspectives of demand are
preferences and volitions. They are value demands which can be classified
under eight base values listed in Figure 8.

Perspectives include expectations, which are matter-of-fact
references to past, present or future events.

Myths refer to all relatively stable and coherent patterns

of perspective. Doctrinal components of a myth include the more abstract statements (the philosophy). Formula myths refer to prescriptive norms of conduct that are adhered to on pain of deprivational sanction. The miranda are the relatively concrete and expressive elements, such as the popular culture.

The situations are ones in which interactions occur and include ecological or spatial dimensions, temporal dimensions; are value inclusive or exclusive, crisis or inter-crises as well as organized and unorganized.

Lasswell next considers the importance of base values. Before presenting his categorization, however, it will be useful to investigate a definition of the concept of value.

Argyris (1970:64) says that values are internalized commands. Ross and Van Den Haag suggest that they "are probably best thought of not as particular ends that are desired, but as criteria or standards in terms of which we choose or evaluate such ends 1957:274)." Thus justice, liberty, democracy, wealth, self fulfillment and happiness may be considered to be values for they are criteria or standards which cannot be directly obtained; they are realized only by the attainment of ends which yield these values. Erickson (1962) states that "values are ... concepts, characteristic of the individual ..., of what one ought, in some ultimate sense, to do."

Values do not exist alone. Hence the concept of value patterns or value framework is important for understanding. Graff and Street (1957:120) suggest that:

> Value framework means the careful integration of a number of factors so as to arrive at a concept of what is 'good' for mankind, and what behavioral choices are open to him as he strives to reach this 'good'. The factors involved in such an integration include

Social Process: General

For convenience the social process can be broadly characterized as follows:

Participants   seek values
                through institutions
                affecting environment

The process is outlined, with more detail, in the following table:

Participants	Perspectives	Situations	Base Values	Strategies	Outcomes	Effects
Individuals	Value demands	Unorganized territorial pluralistic	Positive assets perspectives capabilities	Coercive Persuasive assembling, processing (polarity: multi-, pluri-, tri, bi-, uni-)	Value indulgences deprivations Decisions Choices intelligence promotion prescription invocation application termination appraisal	Values accumulation enjoyment distribution Institutions structure function innovation diffusion restriction
Groups	Expectations		Negative assets perspectives capabilities (power, enlightenment wealth, well-being, skill, affection, respect rectitude)			
Value Shapers	Identities	Organized territorial pluralistic				
official	Myths doctrines formulas mirandas					
nonofficial						

FIGURE 8. A CONTEXTUAL MAP.

(Lasswell, 1971a:19)

understandings of: (1) the nature of the universe, (2) the nature of man, (3) how things work as causal systems, (4) what is good for man, and (5) what choices are possible.

To summarize, then, when we talk of values we refer to personally held, internalized standards which are based on our innermost convictions of what ultimately is "right" and "good" for man. The values we hold may be thought of as those principles by which we govern ourselves when we are doing what we feel we ought to do and are not necessarily those we profess. Hopefully, man is consistent in his values, but careful observation of self discloses significant contradictions that generally remain unperceived.

Lasswell groups the base values into eight categories under which, it is claimed, the nearly infinite number of preferred value outcomes may be classified. They are:

Value	Institutions with which each value is associated
Power	Government, law, political parties
Enlightenment	Languages, mass media, scientific establishments
Wealth	Farms, factories, banks
Well-being	Hospitals, recreational facilities
Skill	Vocational, professional, art schools
Affection	Families, friendship circles
Respect	Social classes and castes
Rectitude	Ethical and religious associations

When a value is held with sufficient conviction to instigate action, it can be thought of as having been the impetus behind a social force. Extracting from the work of Giddings (1922), social forces are energies that arise both from within and from outside of society.

They are value laden and in an analysis of the social context a description of their variety, strength, and value orientation can provide significant insight into certain environmental influences surrounding a system.

In describing his contextual map, Lasswell defines strategies as the management of base values to affect value outcomes. These value outcomes may be classified as value indulgent or value deprivational for the participants. To be indulged is to occupy an improved position in the social process; to be deprived is to occupy a worsened position.

Lasswell's model of the decision process distinguishes seven power outcomes:

Intelligence — gathering, processing and dissemination of information.

Promotion — adds agitational intensity to the dissemination of a value demand.

Prescription — promulgation of regulations by constitutional conventions, legislatures and assemblies.

Invocation — the act of characterizing a concrete situation in terms of its conformity or nonconformity to prescription - by policy, juries and courts.

Application — the final characterization of concrete circumstances. in terms of prescription - task of appellate court, and bureaucractic structure in public administration.

Termination — cancels a prescription and deals with residual claims.

Appraisal — characterizes the aggregate flow of decision according to the policy objectives of the body politic and identifies those who are causally or formally responsible for successes or failures.

Interaction can be summarized in terms of value shaping and sharing, and especially of value priority, accumulation, distribution, investment and enjoyment. When a value is invested, it is employed in the shaping of further values of the same kind; when a value is

enjoyed, it is used to obtain other values. The investment of wealth
is a good example. A wealth value is invested when the wealth is used
for capital purposes. It is enjoyed when it is used to purchase enlight-
enment, and well-being.

The effects of interactions can be analyzed by summing gross
and net outcomes.

Gross value outcome = value indulgences received

Net value outcome = gross outcomes less value
deprivations

Net value change, = values at the beginning of a
period plus or minus net value
outcome at the end of the period.

Institutions refer to the same events that are designated by
the value terms; they make it possible to formulate fundamental questions
about the interplay between any specific institution and the value-shap-
ing and value-sharing processes which the institution affects, and which
it in turn effects.

Analysis of the social process in these terms enables the con-
struction of a contextual map which Lasswell sees as being a central
activity in the study of the policy sciences.

Once a contextual map is drawn, examination of specific pro-
blems is facilitated, for the map proves a guide to the explorations
that are necessary if specific issues are to be dealt with creatively.

Lasswell suggests that five intellectual tasks be undertaken
relative to any specific problem. They are:

Goal clarification: What future states arc to be realized
as far as possible in the social
process?

Trend description: To what extent have past and recent
                      events approximated the preferred term-
                      inal states? What discrepancies are
                      there? How great are they?

Analysis of conditions: What factors have conditioned the di-
                           rection and magnitude of the trends
                           described?

Projection of developments: If current policies are continued,
                               what is the probable future of goal
                               realizations or discrepancies?

Invention, evaluation, and   What intermediate objectives and stra-
selection of alternatives: tegies will optimalize the realization
                              of preferred goals?

                              (Lasswell, 1971a:39)

The five categories of intellectual tasks stress content

and procedure, emphasizing that the contextual map must be clarified

and drawn so that it is relevant to the five tasks. Alternate prefer-

ences should become visible and trends should be apparent if the histor-

ical sequences that realized or failed to realize preferred goals are

adequately described. Scientific content, bringing necessary knowledge

to bear on the problem must be included in the map. This should isolate

conditioning factors that have influenced trends. Some indication of

future development should also be included in the map. Finally, a

contextual map must assist policymakers to invent specific policy

objectives that are compatible with goals established and to weigh

comparative value benefits, costs and risks. The map can only accom-

plish these objectives if it contains an adequate description of the

social and decision processes that have a bearing on the policy problems

that are to be addressed.

A Contextual Map Applied

The foregoing summary of Lasswell's work would, when applied

to any policymaking activity, create a climate in which policy issues could be rather comprehensively examined. A contextual map would seem to be of significant benefit when policy was being made prospectively. It would also seem that it might assist in extracting policy statements from practice in a retrospective policy discovery orientation as the following paragraph illustrates.

Suppose that a government becomes interested in submitting its practices and procedures to the analysis of a policy scientist of the Lasswell persuasion. The initial task might be to define the area of immediate interest. Then a map consisting of charts, illustrations, descriptions, models, simulations, and any other communicative device that would shed light on the actors and their complex interactions would be assembled. Doing this would necessitate identification of all participants (as defined by Lasswell), assessing value orientations of individuals, groups and referent organizations according to the eight-part classificatory scheme presented above. Perspectives held, the situations in which the various interactions occur, the strategies employed together with analysis of intended and unintended outcomes and effects would show where the organization is consistent and inconsistent with any professed goals it may have. Attention would have to be given to goal statements, trends, conditions, projections, and alternatives as described on page 64. From an examination of these factors, statements of current implied policy could be drawn and implications for needed change may become apparent. The information could then be fed back to policymakers for further consideration and possible action.

In applying the cognitive or contextual map, certain cautions must be kept in mind. The process is not simple. It requires the

assembly of much data by competent researchers using a variety of techniques. In examining government policies, one might mistakenly assume that policies are to be read in the legislation and regulations that are passed. But just as Katz and Kahn (1966:260) caution against tacit acceptance of statements that a policy is thus and so, so must the analyst be careful of too easily being convinced that a law is a policy. Frequently politicians proclaim intent that is not borne out in the legislation that the government enacts.

Summary

This chapter has provided an introduction to the new supra-discipline that has come to be called the policy sciences. Four areas of interest are thought to comprise policy sciences, viz., policy analysis, megapolicy, metapolicy and realization strategy. Policy analysis consists of an approach and methodology for the design and identification of preferable alternatives with respect to complex policy issues. Megapolicy is master policy or the policy which provides a guide for a set of discrete policies. Metapolicy is policy on policymaking. It is that policy which deals with the characteristics of the policymaking system. Realization strategy is an area of interest which relates to practical ways and means of actually improving policy and policymaking through application of the knowledges gained in studying policy.

An operational definition of policy is derived for purposes of the study which suggests that a public policy is a major guideline for future discretionary action. It is generalized, philosophically based and implies an intention and pattern for taking action. Development of policy prospectively is discussed in detail and, following a review of the nature of models in scientific work, an examination of

six specific policymaking models is conducted. It is suggested that

the elite mass model, the group model, the rational model, the incremen-

tal model, the institutional model and the systems model may all be vari-

ations of the systems model when viewed in different structural and func-

tional perspectives. Further development of the systems model is next

provided and a method for deriving policy prospectively using the systems

model is developed.

An argument is next presented for the inclusion of a fifth

area of interest in the policy sciences. It is asserted that much pol-

icy concerning education at the government level is implicit, unwritten

and hidden. It is the policy which guides ongoing actions and resi-

dent only in the collective memories of participants. This refers to

policy that is made as experience accumulates and is only discovered

retrospectively. A process for identifying such policy is developed

and the assertion made that policy identification should constitute as

significant an area of interest for policy scientists as do the other

four subdivisions of the field of policy sciences.

Finally a description of the theoretical formulation labelled

contextual mapping is presented. This conceptualization, it is asserted,

provides a comprehensive background and structure for analysis of policy

matters in a systems framework.

The purpose of this chapter was to present a conceptual frame-

work and review of the literature against which the writing of the School

Act could be analyzed. The analysis based upon the ideas presented

herein follows presentation of the narrative and contextual map which

appears in Chapter 5.

Chapter 3

RESEARCH PROCEDURES

Overview

The study attempted to test the conceptual frameworks discussed in Chapter 2 by relating the events surrounding development and passage of the School Act to those concepts. A case study is reported from the vantage point of the participant observer (Lasswell, 1971a:74) who was the chairman of the Committee for Rewriting the School Act. Validation and correction for personal bias were secured through submission of material prepared by the observer to selected participants and observers who were associated with the writing project. Access to source material in the Department of Education was obtained through the cooperation of the Deputy Minister of Education and his Associate Deputy.

The Case Study Method

Fairchild (1962) has defined the case study method as follows:

> The method used in social research whereby data are collected and studied which depict any phase or an entire, life process of a unit in its various interrelationships and in its cultural setting. The unit studied may be a person, a family, a social group, a social institution, a community or a nation. In contrast to the statistical method, the case study method gives a more or less continuous picture through time of the experiences, social forces, and influences to which the unit has been subjected.

Selltiz (1963:60) suggests that this approach is applicable to situations as well as the categories identified by Fairchild. The case study method is more of a way of assembling data which may have been collected in the ways enumerated by Fairchild. This method is

69.

amenable to a longitudinal approach primarily but when it is used in a restricted time frame as it was used in this study, it closely resembles the critical incident approach.

Identification of Policy

From the list of forty-six major changes made in drafting the initial Committee Report, and related materials, identification of the five major issues addressed by the Committee was made using the basic procedures developed by Evenson and Heron (1971). In essence, their method as adapted to this study was as follows. Two Department of Education observers and three participants on the Committee for Rewriting the School Act were chosen on the basis of their current availability and relative neutrality with respect to controversial issues to assist in the study. They were asked to develop five brief policy statements that included what they considered to be the most significant issues dealt with during the writing process. The individually developed statements were combined by the researcher and refined by the participants and observers until basic agreement on three major policy issues was secured. There was not full agreement on the fourth and fifth suggested areas but a majority of the participants did agree that they also were prime issues addressed in writing the Act.

The Amara framework and the concept of policy identification that is developed above were the focal points upon which this section of the research rested.

The case focussed on the five policy areas identified and is presented according to the contextual or cognitive mapping model developed by Lasswell (1971a).

Data Collection

Files maintained in the Department of Education, newspaper

clippings available there, and selected interviews with participants and

referent individuals from participating groups to validate the reports

of the participant observer were the sources of data used in the study.

These were subjected to content analysis for material relevant to the

five policy issues identified and for material deemed essential in draw-

ing the cognitive map.

Because content analysis of documents and assembly of the in-

formation garnered was the main source of data for this study, a descrip-

tion of the method is provided.

Berelson (1952) defines content analysis as "a research tech-

nique for the objective, systematic, and quantitative description of

the manifest content of communication."

The researcher must define his universe, whether it be a por-

tion of the press, statistical records, person or public documents, bud-

gets or any other facet of the relevant communications that are available.

He must then draw a defensible sample from that universe (Selltiz, 1963:

337, 509-545) which consists basically of three steps: sampling of

sources (which newspapers, radio stations, films, etc., are to be an-

alyzed); sampling of dates (which period is to be covered by the study);

and sampling of units (which aspects of the communications are to be

analyzed).

The primary method of establishing reliability of classifica-

tion is to specify clearly the characteristics of statements that are

to be placed in a given category and then to use many examples drawn

from the source material to illustrate what kinds of statements are to

be considered as belonging in a given category (Selltiz, 1963:341).

Delimitations

The study concentrated primarily upon the time period from January 2, 1969 to August 1, 1970. Necessary antecedents to the writing of the Act, particularly where decisions concerning implementation of the project and methods to be used were taken were also reported. There was no consideration of either events or implications of the legislation that emerged in the period following August 1, 1970, the date of proclamation of the Act.

The focus was on the processes of policy identification and analysis. Although implications concerning relative political power of referent groups, the dynamics of change, the legislative process and methodologies employed by the Social Credit Party in Alberta may have been drawn, they were not considered in any definitive way in this study.

Limitations

Restricting the analysis to five major policy issues necessitated the omission of what may be equally significant insights.

An analysis involving all participants on the Committee for Rewriting the School Act would have permitted greater insight into the various perspectives and selective perceptions concerning the activity than this study has permitted.

A time frame extending to the present would have illustrated the continuing nature of certain dilemmas faced by the Committee and would have shown that resolution of all conflicts was not accomplished.

Assumptions

It was assumed that objectivity was achieved despite the

limitations mentioned and that the perspectives of the participant ob-
server have provided insights which make the risks of personal bias ac-
ceptable. Although such a perspective might be inappropriate for a dis-
ciplinary research study, it was assumed that the approach was valid
for a policy study patterned after the paradigms of policy sciences,
of which the study was considered to be exemplary.

Reliability of reports was assumed on the basis of access to
primary source material and reliability checking of reported decisions
and events by participants other than the reporting observer.

Chapter 4

IDENTIFICATION OF POLICY ISSUES

Initial Procedures

The writer in consultation with Mr. D. Ewasiuk, A/Assoc. Director of Field Services, and Mr. S. D. Simonson, Communications Consultant, from their knowledge of the School Act and events surrounding its passage attempted to formulate a statement of major policy issues addressed in writing the Act. After some discussion and consideration, a policy statement which might have been written by the Minister of Education as a guideline to follow in writing the Act was constructed. It was as follows:

To the Committee for Rewriting the School Act.

Write an Act which emphasizes:

A.   brevity, clarity, and generality - eliminate redundancy, tradictions and anachronisms;

B.   the rights of individuals, protecting rights to religious instruction and the language of instruction, allowing the right to appeal decisions, allowing all residents equal rights to vote and hold office, allowing citizens open access to the board, and protecting minority interests;

C.   a balance between local autonomy and necessary government control, leaning toward local autonomy within necessary constraints;

D.   the negotiation process between teachers and boards for resolving decisions affecting local school operation; and

E.   Separate School integrity without jeopardizing the rights of persons who are and who are not mentioned in Section 93 of the B.N.A. Act.

....

The Minister

This constituted the initial phase in policy identification conducted in the study. The statement was formulated by one participant in the actual writing of the Act and two persons who have had a close association with policy issues in the Department of Education, thus following closely the pattern described by Evenson and Heron.

The statement was then circulated to Mr. L. G. Young, M.L.A., who represented the A.S.T.A. as a participant and observer; Dr. H. T. Sparby, Professor of Educational Administration, University of Alberta, retired; and Dr. T. C. Byrne, President, Athabasca University (Appendix A). Mr. Young and Dr. Sparby were both members of the Committee for Rewriting the School Act and Dr. Byrne was Deputy Minister of Education in Alberta at that time. Enclosed with the letter was a memorandum from the Chairman of the Committee for Rewriting the School Act, (Appendix B) a list of major features of the Committee's first proposals (Appendix C), and a copy of the School Act as it was printed in 1970. The panel of three was asked for an independent appraisal of the policy statement so that accommodation of alternate views of major issues would be effected if they emerged. Specifically, the panel was asked to rewrite, amend, or redraft the initial statement or to write an entirely different one which would identify five major policy issues and would have been, had it in fact been written in 1969, the policy statement guiding the writing of the Act.

A summary of responses from Mr. Young, Dr. Sparby, and Dr. Byrne follow.

Mr. Young's response took the form of a memorandum to the writer together with a suggested ministerial directive as had been requested. The differences which he noted between the suggestions given him and

the suggested directive which he prepared were based on three consider-
ations. The first was as a result of his experience in the legislature
as an M.L.A. with the nature of the authority which a minister normally
delegates. The second consideration was based upon a preference for
slight differences in wording. The third dealt with Mr. Young's percep-
tion of rights to separate schools, financing of education and labor
relations. His suggested ministerial directive follows:

SUGGESTED MINISTERIAL DIRECTIVE - PER BRYANT STRINGHAM REQUEST

To: The Committee for Re-Writing The School Act

Prepare a draft Act, having regard to the following:

(a) The desirability to simplify, update and modernize the exist-
ing School Act, while respecting the provisions of the British
North America Act.

(b) The right of all students to an adequate educational opportun-
ity; the nature and definition of that basic right; the respon-
siblity of students, parents, school boards, teachers and the
provincial government to fulfill that obligation.

(c) The traditional and accepted rights and privileges of indivi-
uals with particular reference to religious instruction, lan-
guage of instruction, appeal of decisions, voting and enjoy-
ment of office, access to school board and other decisions
in the public interest, protection of minority interest.

(d) Present government policy, with respect particularly to labour
relations and the financing of education.

(e) The implications for the organization and operation of an ed-
ucational system, arising out of the evolution of our society.
Among the major implications for consideration are those of
the relative responsiblity and authority for organizations;
the possibility of more economic and efficent educational or-
ganization; the maximum opportunity for participation of stu-
dents and parents. Of particular interest to the committee
will be the relatively recent evolution in modern, educational
facilities, services and techniques; the wide range in popula-
tion served by individual schools and individual school dis-
tricts, the progress in teacher education and preparation,
the growth of professional school board administration, and
the development of community resources which either supplement
the educational opportunities, or bear directly on factors
which influence the opportunity for learning.

Dr. H. T. Sparby responded by restating the five general issues in the following manner:

A. COMPREHENSIBLITY OF ACT The wording of the Act should be both exact and concise. Eliminate from the present Act all contradictions, anachronisms and obsolete provisions.

B. INDIVIDUAL RIGHTS Freedom with responsibility for individuals to make choices in appropriate areas should be provided for; also the right to appeal unfavorable decisions.

C. LOCAL CONTROL The role of local school authorities should be enhanced and clarified. Only essential Provincial Government controls should be retained.

D. SCHOOL BOARD-EMPLOYEE NEGOTIATIONS Areas for negotiations between school boards, and their employees should be expanded, and negotiation procedures clarified.

E. SEPARATE SCHOOLS Constitutional rights regarding separate schools, as stated in the Alberta Act, 1905, should be retained.

Dr. T. C. Byrne responded by restating the statement of objectives which he had earlier given to the C.E.A. They were as follows:

1. To eliminate through consolidation, transfers of responsiblity, and withdrawals, many of the sections in the School Act that had been developed in response to specific issues over a period of years.

2. To rewrite legislation with a view to improving its clarity by removing wordy legalistic sections.

3. To transfer many items of decision-making from the rigidity of legislative enactment to the flexiblity of local administration.

4. To enhance the role of local school authorities through more independence in decision-making.

5. To commit a greater number of decisions affecting local school operation to the negotiating process between school boards and their staff.

The three responses in their entirety appear in Appendices B, E, and F.

Analysis of Responses

Mr. Young's response is illuminating with respect to delegation

of authority to develop policy. It is his feeling that certain limits
on authority existed, whether they were made explicit or not. Although
his wording of the possible directive to the Committee is somewhat dif-
ferent, the substance is essentially the same as the one that had been
suggested in the circular.

Dr. Sparby's response agreed in most respects with the sug-
gested policy directive that had been sent to the panel. Again the word-
ing is somewhat different but the concepts are the same as those origin-
ally developed.

Dr. Byrne referred to the statement that he had made at the
1970 C.E.A. convention and used the same listing of purposes for rewriting
the School Act as a statement of policy. Dr. Byrne's first and second
points are, in combination, what was intended in point A of the state-
ment sent to the panel. His points three and four seem to be subsumed
under point C of that statement. Thus it would seem that point B, an
emphasis on the rights of individuals, and point E, the place of Separate
School legislation were not thought by Dr. Byrne to form major thrusts
in the rewriting of the School Act. He did agree that the negotiation
process was one of the central thrusts addressed in writing the Act.

Five Policy Issues

In summary, then, the policy identification activity undertaken
disclosed general agreement among the participants on three policy issues,
viz., the comprehensiblity of the Act, an accent on local autonomy, and
reliance on the negotiation process for resolution of many local relation-
ship problems between boards and their employees. With one exception,
all of the participants in the policy identification activity agreed

that emphasis on individual rights and the retention of Separate Schools

under the existing constitutional guarantees were also significant policy

areas that were basic to the rewriting of the Act. While the two issues

deal substantively with the same or similar concerns with human rights

viz., the rights of individuals in general and rights of Separate School

supporters specifically, the majority of the participants agreed that

the Separate School issue was sufficiently unique to consider it as a

distinct policy area.

It will be noted that the policy related to comprehensibility

of the Act is descriptive of the literary content of the document and

not to substantive, legislated issues. Despite this difference in content

of the issues identified, it was illustrated that the matter of format

and expression in the proposed Act was a matter that was of concern in

a policy sense to the various interested parties associated with the

writing of the Act.

Chapter 5

WRITING T̶ ACT

Methodology

Files have been maintained in the Department of Education of all materials and correspondence associated with the writing of the School Act. Submissions from organizations, school boards, associations and individuals are available and indexed. In addition, the Department of Education maintains a file of all newspaper articles produced in the province which have a bearing on education. In assembling data for this study content analysis of the available materials was carried out, i.e., a selection was made from the correspondence, submissions and newspaper clippings of those items which would provide a chronology of the events that transpired just prior to and during the writing process.

Overview

This chapter presents a chronology which provides a background against which further analysis can be viewed. A contextual m of the social climate in which the act was written is also presented in an attempt to describe in as complete a manner as possible the environmental and contextual variables which affected the rewriting of the Act.

Background

The first recorded reference in the file of the Department of Education to a major revison of the School Act was found in a memorandum from Dr. T. C. Byrne, Deputy Minister, to Hon. R. Reierson,

80.

Minister of Education under date of July 30, 1968. Dr. Byrne indicated that the question of revising the School Act had been under consideration for several months and had been delayed pending completion of the revisions to the Municipal Act. Attention was drawn to the need for reorganization of the Act to make information much more readily available. Dr. Byrne indicated that both the Alberta Teachers' Association and the Alberta School Trustees' Association had made representations to the government, pointing out that much in the Act was designed for the operation of schools many years ago. It was argued that Ministerial authority for a variety of actions such as approval to sell a building of any type was probably no longer required.

Dr. Byrne suggested that after Mr. A. B. Wetter, Assistant Director of School Administration had set out certain sections that were in need of review, a meeting should be called of interested groups to explore further the directions that the revision might pursue. The matter of manpower to complete the task was raised and it was suggested by Dr. Byrne that one of the Superintendents or High School Inspectors could be seconded to work on the project along with assistance from someone trained in the drafting of legislation. The memorandum ended with a request for clarification of whether the government wanted the revision to take place.

The Minister of Education responded to Dr. Byrne's memo on the following day giving tacit approval to proceed. After stating that he had given some thought to the matter of revising the School Act, he suggested that consideration be given to assigning Mr. Wetter to dedicate six months to the task, with the help of one solicitor. He then suggested that a full scale meeting with interested parties be held and that it

be followed up by appointment of an advisory or consultant group composed of Mr. Wetter, a solicitor, and representatives of the A.T.A. and the A.S.T.A.

Shortly after the Minister's memo was received by Dr. Byrne its contents were discussed with Mr. Wetter and the Director of School Administration, Dr. L. G. Hall, during which discussion Mr. Wetter, according to his own statement given to the writer, declined to accept the assignment, given the continued responsibility to perform in the office of Assistant Director of School Administration:

The next memo on file is Mr. Wetter's comments concerning the sections in need of revision. He cautioned that additional time may become necessary to complete the revision, may that initial expectations were that the draft act would be debated in the Spring Session of the Legislature in 1969. Mr. Wetter's general proposals for revision follow:

General Proposals for Revision of the School Act

1. Establishment of public school districts by petition is no longer practical nor used. Districts are established from recommendation received from school boards and superintendents.

2. Similarly some of the procedures relating to the establishment of separate school districts could also be revised without interfering with rights now enjoyed.

3. The union of a separate school district with a divisional public school district needs to be simplified.

4. All references to consolidated school districts should be deleted. There are only four left: Barons, Lousana, Falher, and Lodgepole. These could easily be handled by a general provision, dissolution or establishment of one district.

5. Annual meetings in divisional districts are no longer significant.

6. It is questionable whether centralized school boards, and local school boards in divisions and counties should be retained

because of such limited powers. Many counties and divisions
no longer encourage or recognize local school boards.

7. The sections on the issuing, sale and refunding of debentures
should be rewritten. They are out of date having been retained
over the years without revision.

8. The parts relating to conveyance and tuition fees are also
out of date especially with the developments of vocational
schools and the introduction of the semester system. In fact
this part has already presented problems.

9. With data processing coming into use, sections referring to
records such as school attendance need to be changed.

10. Those sections relating to principals and other supervisory
staff, suspension and dismissal of teachers, termination of
designation and transfer need careful study in any revisions
as they have been before the legislative committee on numerous
occasions.

11. Many of the approvals of the Minister of minor importance how
required could be eliminated.

12. Election procedures and votes on by-laws and plebiscites need
detailed study. At present municipal officials conduct votes
for non-divisional towns and districts. Village school dis-
tricts could be included. In the case of divisions in the
absence of a voters' list, the voting might be handled by a
system of registration, especially when proprietary electors
are involved. A system of registration is now possible under
The Municipal Election Act. There is presently misunderstand-
ing by people between the application of municipal requirements
and school requirements in conducting polls.

13. There should be some provision for Indians to have exactly
the same privileges and obligations as is now applicable to
other electors.

14. There could be a rearrangement of sections for quicker refer-
ence. However, this criticism of the Act is not as valid as
it would first appear. There is always some conflict between
topical and alphabetical arrangements.

On the same day that Mr. Wetter's proposals for revision were

submitted, Dr. Byrne addressed a memo to Dr. Hall, Mr. Wetter, and

Dr. R. E. Rees, Chief Superintendent of Schools concerning selection

of someone to work on the proposed revision. It was noted that when

someone had been selected, clearance to call in representatives of

interested groups had been given by the Minister. It was suggested

that the most significant problem remaining was selecting and trans-

fering the appropriate person to carry the revision through.

A memo from Dr. Byrne to Dr. Rees, Dr. Hall, and Mr. Wetter

dated October 1, 1968 indicates that serious consideration was being

given to moving Mr. B. L. Stringham to Edmonton during the winter to

work on the revision. Plans to call in all of the organizations in-

volved to discuss the revision were also mentioned.

At the A.S.T.A. convention in Calgary on November 4, 1968 an

interview of Mr. Stringham with Dr. Byrne, Dr. Hall, Dr. Rees, and

Mr. Wetter was conducted. On the following day it was suggested that

Mr. Stringham would likely be transfered to Edmonton effective January 2,

19...

During the convention the following resolution was passed by

the trustees:

> That The School Act be rewritten in its entirety by a special
> work group appointed by the Minister of Education and represen-
> tatives of the various bodies interested in education in Alberta.

Later comment indicated that their reasons for making the re-

quest were as follows:

1. Many of the amendments to the Act over the years have resulted
   in a patchwork that has not always been quilted into a consis-
   tent philosophy of education that should prevail in the spirit
   of The Alberta School Act.

2. Many of the provisions of The School Act are in the form of
   regulations. It is contended that legislation should consti-
   tute overall policy and that regulations pursuant to these
   policies should form a separate document.

3. The School Act is unclear in a number of instances. For exam-
   ple, the school year and the teacher's contract year may or
   may not coincide. Generally, they do not coincide in practice.
   The school year is defined as "the period beginning on the
   1st day of July in any year and ending on the 30th day of June

in the following year" (section 377). The contract year for teachers, in practice, generally runs from September 1 to August 31.

4. The Act is very specific about some matters of school organization and administration and silent on others. For example, it specifies that the school year shall contain as nearly as possible 200 school days but does not specify whether the board may require teachers to attend periods of orientation for special purposes outside of regular teaching duties.

> (A.S.T.A. 1969 Annual Brief to the Cabinet)

The press reported passage of the resolution (Edmonton Journal, November 5, 1968) and an editorial comment in the St. Paul Journal (December 4, 1968) urged rewriting of the Act, suggesting that school laws were many and too restrictive.

On November 28, 1968, Dr. L. G. Hall wrote to the Minister of Education, Hon. R. Reiegson informing him of his Department's intention to move Mr. Stringham to Edmonton in January, 1969. The Minister's approval was sought and evidently was obtained.

The next recorded development leading toward implementation of the project was the December 19, 1968 meeting of the Department's Committee on Legislation and Regulations. That meeting was attended by representatives of the Alberta School Trustees' Association, The Alberta Teachers' Association and the above named representatives of the Department of Education. Dr. Byrne was chairman. After opening the meeting, Dr. Byrne discussed revision of the School Act. Minutes of the meeting contain the following account:

> The Chairman discussed the tentative plans for a complete revision by a committee consisting of representatives of the A.S.T.A., the A.T.A., the Department of Education and the University under the chairmanship of Mr. Stringham. He will assume his duties shortly after January 1, 1969. Members of the A.S.T.A. expressed the opinion that because the roles of both Associations are different, Mr. Stringham should first consult with each Association before

convening the committee, and also that an opportunity for testing
the application of the revision be on a broader basis. Dr. Keeler
(Executive Secretary of the A.T.A.) thought that consultation
should be on a committee level at all times. Dr. Byrne summarized
the following steps that might be followed:

1. Exploratory meeting with the A.S.T.A.
2. Exploratory meeting with the A.T.A.
3. Committee meetings (the most important step)
4. Submission to a larger committee
5. Final draft.

It was agreed that an opportunity should be given to all those
interested to make submissions to the committee appointed.

The possible makeup of the committee in addition to the chair-
man might be, two from the A.S.T.A., two from the A.T.A., one or
two from the Department, one from the University, if obtainable.

> (Minutes of Meeting of Committee
> on Legislation and Regulations,
> December 19, 1968)

Initial Activities of the Committee

Thus the project after many months of preparation was

launched.

Initial activities centered on the chairman becoming acquainted

with the dimensions of the problem. Considerable time was spent in

studying the current Act and comparing it with school legislation in

neighboring provinces. The relevant sections of the B.N.A. Act, the

Alberta Act and the School Ordinances of the Territories prior to 1905

when Alberta was formed as a Province out of the Northwest Territories

were examined. By January 9, 1969 the Minister of Education,

Hon. Robert C. Clark who had replaced Mr. Reierson in December of 1968,

asked for and received the following progress report on the revision

project:

PROGRESS REPORT

The Department has named Bryant Stringham as Chairman of
a Revision Committee. A. B. Wetter was named to act on the Committee
for the Department.

Dr. G. L. Mowat (Chairman of the Educational Administration Department of the University of Alberta) suggests that either Dr. H. Sparby or Dr. F. Enns of the University of Alberta serve on the Committee. The invitation to one of them will go forward from the Deputy Minister's Office.

The A.T.A. and A.S.T.A. will each name members to the Committee at meetings to be held January 18, 1969.

At this time, it appears that neither the A.T.A. or the A.S.T.A. wish to pursue the matter of exploratory meetings with the Chairman.

The following interim statements of philosophy and procedure subject to revision and addition have been enunciated:

a. The revised act will be a minimum document, reflecting permissive policies with a minimum of prescriptive sections on the premise that the least legislation is the best legislation.

b. Preservation of local autonomy and control wherever possible is to be an underlying principle in the revised act.

c. The act will be reorganized, cross referenced if possible and contain an expanded index.

d. Outdated sections will be revised where possible.

e. The revision will effect greater harmony between the act and

   1. The Municipal Government Act
   2. The Municipal Election Act
   3. The County Act
   4. The Labor Act
   5. The Department of Education Act
   6. The Municipal Taxation Act, and
   7. Other Acts and regulations as required.

Following public announcement of the Revision Project, letters will be sent to:

a. Home and School Association

b. Division of Educational Administration, University of Alberta

c. Division of Educational Administration, University of Calgary

d. Alberta School Superintendents and Inspectors Association

e. Conference of Alberta School Superintendents

f. Association of Counties and Municipalities

g. Dean R. J. Leskiw, Faculty of Education, University of
Lethbridge

requesting submissions regarding the revision.

At the same time, a press release will be issued which will
invite submissions from interested individuals and organizations.

Examination of the Acts to date suggests that reorganization
of the Act in its entirety will be needed. In addition, at least
145 specific sections appear to need detailed review.

(Department Files, January 9, 1969)

By January 23, 1969 appointments to the Committee were iden-

tified and letters of invitation to the first meeting of the Committee

were mailed. Dr. H. T. Sparby was to represent the University of Alberta,

Mr. W. G. Schmidt and Mr. R. D. Gruenwald were to represent the Alberta

School Trustees' Association, and Mr. H. A. Doherty and Mr. W. L. Hughes

were to represent the Alberta Teachers' Association. The letter of invi-

tation repeated much of the content of the report given to the Minister

on January 9. It also attempted to focus attention to concerns thought

to be of immediate import by the chairman as is evident in the following

quotation:

> To date I have given some attention to the Act and certain
> other legal documents and commentaries with a view to identifying
> areas in need of revision. Many details need alteration as has
> been pointed out consistently for several years. But the crucial
> problem now facing us is to identify the basic principles of school
> government that the revised legislation should reflect, to clearly
> state them so that a rational, properly delimited but comprehensive
> document can be prepared for the Legislature. Many suggestions
> for alteration of specific sections of the Act have already been
> received and we will no doubt receive many more, but decisions about
> the overall design and structure of the new Act are needed now.
>
> I have tentatively set February 11th at 1:00 p.m. in Room 622
> of the Administration Building here in Edmonton for our first meet-
> ing. Would you please let me know if this date is satisfactory.
> Before the meeting it would be appreciated if you would try to form-
> ulate those principles of good school legislation that you would
> like to see incorporated into the Act into some form that we can

share at the meeting. If we can consider these and perhaps look at possible ways of rearranging the parts of the Act into a more meaningful sequence, I believe our agenda will be sufficiently full.

In the meantime, if the organization you represent or if you personally have suggestions for items that need review, please note them and submit them as they occur so that in our further meetings we may give consideration to all aspects of the Act that have been legitimately called into question.

> (Letter from B. Stringham to
> Committee members, January 23,
> 1969)

While the letter referred to immediately above was in preparation, Hon. R. C. Clark, Minister of Education notified Dr. Byrne that he felt it would be desirable to appoint a representative of the Alberta Catholic Trustees' Association to the Committee (January 17, 1969). On January 30, 1969 Hon. R. C. Clark invited the president of the A.C.S.T.A., Mr. J. Murphy, to nominate a representative to the Committee. On February 6, 1969 his reply was received appointing Mr. S. T. Rusak, Executive Director of the Association to the Committee. On February 10 Mr. Rusak was invited to attend the initial meeting of the Committee scheduled for the following day.

It was at this time that the first press coverage of the rewriting project appeared. On February 7, 1969 the Edmonton Journal printed a story concerning the need for the Act to be rewritten, the appointment of the Committee and the attitude of various interest groups toward the project. On February 10, 1969 an editorial in the Edmonton Journal called upon the government to formulate a consistent philosophy of education prior to making any attempt to rewrite the Act. The Red Deer Advocate on February 12 repeated the Journal argument and called upon the government to disband the Committee. Although later events indicate that wide acceptance of this position may have been held, little

comment was generated initially and the work of the Committee continued.

First Meeting of the Committee

The first meeting of the Committee for Rewriting the School
Act was held on February 11, 1969 with all representatives present. Dis-
cussion centered first on whether the Committee was to suggest a revi-
sion of the Act or rewrite it completely, a position advocated most ener-
getically by the A.S.T.A.. It was clarified that the task was visual-
ized as a rewriting activity - that simple revision was not sufficient
in view of the number of problems that the existing Act was considered
to contain.

The advisory nature of the Committee was outlined. Quoting
from the report of the first meeting of the Committee, the way in which
the Committee would work with the Chairman can be illustrated:

> It was agreed that after divergent views are clearly explained,
> the members would work toward an intermediate position based on
> the present Act, reasonable compromise, or on a new approach to
> the problem, realizing that the Legislature may, in its wisdom,
> make alternations before the new Act passes the House.

> It was noted that the Chairman has been charged by the Depart-
> ment of Education with doing the actual work of rewriting. The
> plan of action he has been given is that once the basic principles
> of the revision have been established by the committee and approved
> ..., he will spend considerable time in preparing drafts of the
> new Act. The committee will meet periodically as the revision pro-
> gresses to review all suggestions received from throughout the Prov-
> ince and give direction to the actual rewriting. Points of disa-
> greement, suggested additions, deletions, omissions, clarifications,
> matters of format, organization, etc., will be examined in detail.
> The process will be repeated until the committee can agree that
> the draft before it represents the best solution which collectively
> can be justified to school legislation in Alberta.

> (Report of the Committee for
> Rewriting of The School Act,
> February 11, 1969)

It was noted that the draft produced by the Committee would

be subjected to the widest possible public scrutiny and to redrafting
by the Attorney General's Department where revisions thought to be im-
portant by the government would be made. It was anticipated that a bill
would go before the Legislative Assembly in the spring of 1970.

The balance of the first meeting was taken up with examination
of a statement of principles prepared by the Chairman. Presentation of
those principles accompanies the discussion of value positions taken
in rewriting the Act.

First Drafts

Based on the principles discussed at the first meeting and
working according to the general outline of the revised Act that seemed
to suit the majority of the members, the work of writing the preliminary
drafts began. Initially three parts in a revised format were distributed
to the Committee members. When copies were duplicated and delivered to
"selected" small boards anonymously, concern among several small boards
was raised for they mistakenly thought that the very brief statement
that had been produced was to be the new Act in its entirety. At the
second meeting (April 24, 1969) regret was expressed that the confiden-
tiality to which the Committee had initially pledged itself had not mater-
ialized. It was then agreed that preliminary work would be referred to
the immediate associates of the participants but would not be spread
further until a completed document was available.

In a meeting held at the Edmonton Inn in early March and re-
ported in the Edmonton Journal on March 10, 1969, representatives of
the A.S.T.A. were informed by the Chairman of the Committee that the
work of the Committee had only begun but that it was the intention of

the government to have a draft of a new School Act before the Legislature in the spring of 1970. On March 11, the Edmonton Separate School Board and March 12 the Edmonton Public School Board both were reported in the Edmonton Journal to have passed motions unanimously requesting the government to delay the bill until 1971. The purpose for the requested delay was to allow boards time to prepare submissions and to react to drafts. The Separate School Board in Edmonton specifically wanted to be assured that it would have the final draft in its possession at least six months before introduction of the bill in the Legislature. The Minister responded by initiating additional publicity respecting the project. The Chairman gave details concerning the first meeting and submissions received by the Committe which was reported in the Edmonton Journal on March 26 and April 1, 1969. In addition, a press release was distributed to all Alberta daily and weekly newspapers inviting public participation in submitting proposals for change to the Committee. These continued to appear across the province throughout the month of April.

Subsequent Meetings

At the second Committee meeting, a representative of the Alberta Federation of Home and School Associations was present. Shortly after the first meeting, several interest groups, including the A.F.H.S.A. were circularized informing them of the work of the Committee and inviting submissions. In reply, Mrs. Lorna Haddow, President of the A.F.H.S.A., requested the Deputy Minister of Education to permit the Alberta Federation of Home and School Associations to be seated on the Committee (March 11, 1969). After some discussion with the Minister of Education and the chairman, notice was sent to Mrs. Haddow on April 3, 1969 that

the Association was invited to nominate a representative to the Committee
for Rewriting the School Act. Accordingly, Dr. E. G. Mardon, Professor
of English at the University of Lethbridge was named as A.F.S.H.A.
representative. He attended meetings of the Committee from the second
meeting until the project was completed.

The major work of the Committee was completed in ten meetings
held in 1969 on February 11, April 24, May 13, May 30, June 17, June 24,
July 17, and 18, and July 29 and 30. The work consisted of reacting
to the briefs submitted, revision of the drafts presented by the Chair-
man, and reconciling of divergent viewpoints where possible. Some
changes in personnel were experienced occasioned by illness, retirement,
and changes in assignment within organizations. Perhaps the most contro-
versial aspect of the deliberations of the Committee occurred when
compromise of polar positions was found to be impossible. In these
instances, which in the main dealt with contracts and conduct of schools,
the position of each referent group was clearly stated. The Chairman
then attempted to write a section which was somewhere between the two
views. While the various interest groups never agreed to these attempts
to mediate differences, closure on debate occurred when arguments on
each side seemed to abate. Thus there were many sections that persisted
into the final report of the Committee and eventually into legislation
that did not have the support of many members of the Committee, not
to mention the outright opposition that continued to be expressed by
the groups represented.

Bulletins

During the rewriting process two bulletins were distributed

throughout the province advising the public of the progress of the

Committee (May 14, and June 24, 1969). These attempted to ensure the

continued flow of briefs to the Committee and provide items of proposed

change toward which interested persons and organizations could react.

Basic principles, procedures, and lingering concerns were expressed.

Illustrations of unresolved questions were given in an attempt to elicit

public response. The fact that slightly in excess of one hundred briefs

were eventually received seemed to indicate that this attempt to work

in the open was productive.

However, the project was seldom without critics. On April

3, 1969 the voice of probably the most influential critic was reported

in the Calgary Herald as follows:

> Alberta education officials will need more than three months
> to give the provincial government sensible proposals on re-writing
> the School Act, if the job is to be done properly, an Edmonton
> school superintendent said Wednesday.
>
> "To revise the act in three months is going to be nothing more
> than a cut-clip-and-paste job," Dr. R. W. Jones told trustees at
> an Alberta School Trustees Association seminar in the Highlander
> Hotel.
>
> Dr. Jones, recently-appointed superintendent of Edmonton public
> schools, added that he was involved in working on revising the
> school code in a Colorado school district.
>
> "It took three full years," he said.
>
> Dr. Jones was referring to Education Minister Robert Clark's
> announcement that the government wants to prepare a rewritten act
> for consideration at the Legislature session next year.
>
> 'SAME OLD NOTIONS'
>
> "To revise the act in a couple of months, we'll just carry
> over the same old notions of strong pressure groups and wind up
> with the same sort of problems we have now," Dr. Jones warned
> trustees.

On April 9, 1969 an editorial in the Calgary Herald supported

the position taken by Dr. Jones as did the Lethbridge Separate School

Board (Lethbridge Herald, April 11, 1969) and the Calgary Public School

Board (Calgary Herald, April 23, 1969) whose Superintendent, Dr. Robert

Warren expressed concern that the objectives of the Minister and the

Committee were not known by the board. The Minister of Education res-

ponded in the media (Calgary Herald, April 24, 1969) by suggesting that

the new Act would provide "a framework for the school system of the 1970s,"

that it would represent a comprehensive restructuring of primary and

post-secondary education in Alberta. He cautioned that "you don't write

educational philosophy into legislation. You can't." He then noted

that pressure to rewrite the legislation had originally come from boards

and that they now should avail themselves of the opportunity to influence

the directon that the new Act would take. He gave assurances that the

government would continue to hear representations throughout the period

of the rewriting.

Probably in response to Bulletin 1, an editorial in the Calgary

Herald on May 2, 1969 seemed to approve the ideal held by the Committee

that the new Act should be a minimum document. It pointed out that there

is still room for concern in that ideal, for in creating a minimum docu-

ment, removal of specific provisions could lead to abandonment of basic

standards. In the words of the editorial:

> By all means, keep the new School Act as simple as possible.
> But let's not make it an open door for confusion and disorganization.
> And let's not make it an escape hatch which the provincial government
> can use to get out of carrying its fair share of the education-
> cost load.
>
> (Calgary Herald, May 2, 1969)

The Worth Commission

On May 7, 1969, newspapers across the province reported two developments in education that were to have significant effects upon the rewriting project. Announcement of the appointment of Dr. Walter H. Worth to head a Commission on Educational Planning appeared in both the Edmonton Journal and the Calgary Herald. The terms of reference for the Commission included responsibility to enquire into current social and economic trends and to examine the needs that individuals would likely have during the next two decades. Thus the demand that the Government consider the basic philosophy underlying education in the province was met and attention seemed to be focused away from what had earlier been a concern with respect to the School Act. On the same day rather detailed coverage of the contents of Bulletin 1 was given in the Edmonton Journal and the Calgary Herald. Headlines concentrated on the probability that boards would receive more freedom and that permissive policies were favored by the Committee.

On May 10, 1969 the Edmonton Journal and the Calgary Herald both reported a speech given by the Minister of Education in a seminar at the University of Alberta sponsored by the Alberta Education Council. In the speech, Mr. Clark indicated that the new Act would not attempt to write new educational philosophy but would develop guidelines for school boards in the 1970's. He said that it was his expectation that the Act would only provide broad general parameters for the goals of the education system.

Banff Seminar

The June 3 issues of the Edmonton Journal and the Calgary

Herald contained reports of proceedings at the Secretaries' Short Course and Trustees' Seminar held in Banff. At the opening session on June 2, 1969 the Chairman of the Committee gave an outline of some of the matters that had been discussed by the Committee and also reported some of the ideas that had been submitted in the briefs that had been received to that date. The trustees reacted with alarm that so many matters were to be considered by the Committee and result in a draft within such a short time. Led by Edmonton Public School Board Chairman, Mr. J. D. Bracco, a motion was passed "requesting the government that the proposed major revision of the School Act be presented to the Legislative Assembly not earlier than 1971. (Edmonton Journal, June 3, 1969)."

On July 3, the Medicine Hat Separate School Board sanctioned the above mentioned motion (Medicine Hat News, July 3, 1969).

The July 9, 1969 issue of the Edmonton Journal reported a meeting with representatives of the four urban boards of Edmonton and Calgary with the Minister of Education during which Mr. Clark was reported to have confirmed the government's intention to present the Act to the 1970 session of the Legislature. He gave assurances again that the boards would have ample time to study the proposed legislation before it went to the Legislature.

Demands for delay from boards seemed to diminish in frequency and intensity after this statement was made although, as will be seen, they continued to come but from another source.

The Committee Report

On August 18, 1969 the results of the Committee's work was made public and was prefaced by the following comments:

This document is the result of the work of the Committee for
Rewriting the School Act and represents an initial suggestion for
a new School Act. The Committee members have examined some 100
briefs, consulted numerous interested and informed individuals and
have tried to seek consensus on direction for change. The result
is a compromise which is as close to agreement as the Committee
members could come.

Public reaction to this proposal is essential and should be
directed to:

> The Deputy Minister
> Department of Education
> Edmonton, Alberta

Modification of the proposal will be continuous from now until
the new Act is passed in the Legislature. The Department will pre-
pare revisions in consultations with the Legislative Counsel. The
Committee for Rewriting the School Act will also continue to meet,
and suggest revisions as public appraisal is received. The oppor-
tunity to influence the revision process or to suggest major changes
is open to all.

(Preface to the Committee Proposals,
August 18, 1969)

On the same date that the proposals were made public they were

also delivered to the office of the Legislative Counsel within the Depart-

ment of the Attorney General for redrafting into correct legal form.

Lawyers worked continuously on the proposals from August 18, 1969 until

January 19, 1970 when the proposals in bill form were sent to the Queen's

Printer in preparation for presentation on the floor of the Legislative

Assembly. While this legal drafting was being accomplished, numerous

suggestions for change were received by the Deputy Minister of Education.

Most of these suggestions, whether they came from boards, teachers, the

general public or the press were related to specific policy issues and

not with procedures being used in writing the Act or with whether or

not the project should be continued as had been the case earlier.

The Minister's Conferences

To encourage discussion and reaction, two conferences were sponsored by the Minister during the fall of 1969. On October 16, 17, and 18, a conference on Urban Education was held in Calgary and on October 23, 24, and 25 a conference on Rural Education was held in Red Deer. At both conferences the proposed Act was discussed and debated with general acceptance of the principles enunciated in the document receiving some approval (Calgary Albertan, October 25, 1969). Detailed accounts of reactions to various policy issues follow.

External Inputs

The convention of the Alberta School Trustees' Association held November 2 to 5, 1969 and a Seminar on the School Act sponsored by the Alberta Federation of Home and School Associations on November 18, 19 and 20 in Calgary provided additional suggestions for change. At those meetings the decision to proceed with the legislation in 1970 was reconfirmed (Calgary Herald, November 4, 1969).

During the A.F.H.S.A. seminar, the Minister of Education suggested that consideration was being given to putting some kind of limit on supplementary requistions including the possibility of a plebiscite on locally-financed school programs. This matter was to be the subject of considerable conflict as the project continued.

The Legal Draft

All suggestions were discussed within the Department of Education, with the attorneys in the Department of the Attorney General and with the Committee in two additional meetings held on November 26, 1969 and January 7, 1970. The role of the Commiteee, though, had changed

abruptly. Its voice was only one of many urging adoption of those

points of view on which it could secure consensus. The Department,

together with the legal draftsmen in the office of the Legislative

Counsel, considered all proposed amendments, amended them where differ-

ences between the Committee's compromise postions and legal realities

and government policy were found and released a legal draft on

December 15, 1969. As could be expected, there were many changes in

the second release. It was written in a much different style of expres-

sion because four lawyers had cooperated in a virtual rewriting of

the proposals into a legally correct form. Many other changes were

noted which were attributable to amendments suggested by the public,

policy decisions taken by the government, and interim points of view

inserted with the Minister's approval for public debate and eventual

resolution on the floor of the House.

Reaction

Reaction was immediate and explosive. The Alberta Teachers'

Association suddenly became vocal, condemning the new provision that

allowed regulations limiting requisitions by means of a plebiscite

to be passed, and objecting strenuously to certain provisions dealing

with teachers' contracts, teachers' duties and regional bargaining.

Dr. N. P. Hrynyk, Associate Executive Secretary of the A.T.A. suggested

that adoption of the principle of regional bargaining would render

school boards obsolete (Calgary Albertan, December 19, 1969). There

was lamentation at the removal of the provision to allow Indians to

sit as trustees, even though the reason was that representatives of

the Indians had requested the deletion (Calgary Herald, December 22;

Calgary Albertan, March 4).

A.T.A. Emergency Meeting

On January 3, 1970, the A.T.A. announced that it would hold an Emergent Representative Assembly on January 10 to protest recent proposals by the education department to amend the new School Act (Calgary Albertan, January 3, 1970)." At the meeting, a demand to halt implementation of the School Act was endorsed. Chief reasons advanced for this position was a feeling that insufficient time had been allowed for thorough discussion of controversial sections that appeared for the first time in the draft that was released on December 15, 1969 and those discussed in the preceding paragraph. The Minister, though invited to attend the meeting, did not appear, but sent his Deputy Minister, Dr. T. C. Byrne and the Chairman of the Committee to represent him. This did little to meet the expectations of the A.T.A. representatives assembled (Calgary Albertan, January 12, 1970).

Six Per Cent Ceiling

A corollary development had its impact upon public reaction at this time. An announcement was made by the Minister that boards would be held to a six per cent ceiling on supplementary requisitions during the current year. This combined with proposed legislation to implement a plebiscite provision in the new Act attracted the denunciation of both boards and teachers (Calgary Herald, January 15, Calgary Albertan, January, 12), although individuals writing to the Minister and to the press seemed to favor control of school budgets by whatever method (Calgary Herald, January 16, Calgary Albertan, January 20).

First Reading

On February 18, 1970, Bill 35, An Act Respecting Schools was

introduced into the Legislature and given first reading. In introducing the Bill, Hon. R. C. Clark announced that the public would be invited to present arguments for and against provisions of the Bill to the Standing Committee on Public Affairs, Agriculture and Education on March 3 and March 4, 1970.

Public Hearing

At the hearings, twenty-six written briefs and numerous oral submissions were heard. The Alberta Teachers' Association from its head office and from its locals throughout the province presented twelve briefs. The School Trustees' Association and boards presented five briefs. The Association of Certified Accountants of Alberta presented a brief as did the Indian Association of Alberta, the Council for Exceptional Children and the Association of Private Schools and Colleges. One individual, Reverend J. Sheppard, expressed a private point of view as did three representatives from libraries throughout the province who felt that one specific provision violated the mandate given to library boards.

Despite the rather wide interest in the hearings, the press reported reactions as being moderate as is evident in the <u>Calgary Herald</u> headline of March 4 which stated "School Act Changes Generate Little Fire." The major opposition came from the A.T.A. in the form of a request for a delay, and modification of sections where the Association's point of view had not been fully accommodated. Other reactions were relatively minor and government decisions taken later seemed to ameliorate most of the other items of contention.

Adoption

Following the hearings, a final list of changes in Bill 35 was prepared and presented to the House during second reading of the Bill on March 11, 1970. The document received third and final reading on April 15, 1970. Proclamation of the Act was set for August 1, 1970.

This provides a background and summary of events surrounding the writing of the Act against which analysis of policy issues can be oriented. But before that task is approached, attention will be paid to analysis of the social context in which the project took place.

A CONTEXTUAL MAP OF THE SOCIAL ENVIRONMENT IN WHICH THE SCHOOL ACT, 1970 WAS WRITTEN

The contextual map will be presented in the following format:

Participants

Perspectives

Situations

Base Values and Social Forces

Strategies

Outcomes

Immediate Effects

Participants

Lasswell (1971a) defines an effective participant in the policy-making process as "the combination of individuals and groups, organized or unorganized, who control the base values required to innovate, maintain, or destroy the system (Lasswell, 1971a:52)." In the writing of the School Act, 1970, ten groups and many identifiable individuals seem to fit the definition.

1. A.S.T.A. The effective participant group that formally asked for the revision to take place was the Alberta School Trustees' Association.. Members of that Association who were directly involved initially were the Executive Director, Mr..W. G. Schmidt and Mr. R. D. Gruenwald, Chairman of the Lethbridge Separate School Board, and President of the A.S.T.A.. Upon Mr. Schmidt's resignation to pursue graduate studies, Mr. L. G. Young attended Committee meetings as an observer. .Later, Dr. D. Girard who replaced Mr. Schmidt as Executive Director of the A.S.T.A. was a member of the Committee.

Other prominent A.S.T.A. members who influenced the writing process include Mr. J. D. Bracco, Chairman of the Edmonton Public School Board and members of the Executive of the Association.

2. A.T.A. The Alberta Teachers' Association can be considered to be an effective participant. The A.T.A. was represented on the Committee by H. A. Doherty, Executive Assistant for Professional Relations, and Mr. W. L. Hughes, District Representative from the city of Edmonton. In the absence of these two, Mr. R. V. Mundell, Edmonton District Representative and Mr. C. E. Connors, Executive Assistant for Teacher Welfare acted as substitute members of the Committee.. Outside of the Committee, the A.T.A. point of view was presented by President Ivan P. Stonehocker, Executive Secretary Dr. B. T. Keeler and Associate Executive Secretary Dr. N. P. Hrynyk. Other persons in the Association participated in less direct ways.

3. A.C.S.T.A. The Alberta Catholic School Trustees' Association was represented on the Committee by Stephen T. Rusak, Executive Director of the Association. Other effective participants would include Reverend C. Kinderwater, former Executive Director of the Association;

and the then incumbent President, Mr. John V. Murphy.

  4. <u>A.F.H.S.A.</u> The Alberta Federation of Home and School Associations was represented by Dr. E. G. Mardon, of the University of Lethbridge. The President of the Association, Mrs. Lorna Haddow of Calgary; the School Education Chairman of the Association, Mrs. Janet A. Elves; and the President of Area 11, Mrs. C. E. C. Dawe of Lethbridge were involved significantly.

  5. <u>Universities</u>. The universities in Alberta were thought by the Deputy Minister of Education to have a valid viewpoint and Dr. H. T. Sparby was invited personally to provide such representation. After Dr. Sparby accepted an assignment in Thailand, Dr. G. L. Mowat was asked to assist but named Dr. D. A. MacKay to the Committee to complete the task.

  6. <u>Department of Education</u>. The Department of Education was represented on the Committee by Mr. A. B. Wetter, Assistant Director of School Administration and B. L. Stringham, Superintendent, who was the Chairman. Hon. R. Reierson and Hon. R. C. Clark, Ministers of Education sequentially; Dr. T. C. Byrne, Deputy Minister of Education; and Dr. L. G. Hall, Director of School Administration each had sufficient involvement to qualify them as effective participants.

  7. <u>The Committee</u>. The Committee for Rewriting the School Act itself can be considered to be an effective participant.

  8. <u>Attorney General's Department</u>. The Legislative Counsel within the Department of the Attorney General had significant impact upon the final form of the Act. Mr. David C. Elliott, Legislative Editor, Mr. W. E. Wood, Legislative Counsel; and Mr. S. A. Friedman, Q. C., Associate Deputy Attorney General all contributed to the writing process.

9. <u>Legislature</u>. The Legislature, including the Cabinet,
the Educational Committee of Caucus, government members and the opposi-
tion were additional participants.

10. <u>General Public</u>. Finally, those members of the general pub-
lic who expressed opinions, either through briefs to the Committee or in
public meetings held to discuss the Act, or who wrote to newspapers,
because they helped to shape public opinion and influence the reactions
of the government, can be considered participants in the project.

Lasswell categorizes participants as follows:

> Individuals
> Groups
>   Unorganized
>   Organized
> Value Shapers and Sharers

> (Lasswell, 1971a:24)

The participants identified above are listed in ten groups
and many individuals are mentioned. Many other individuals played sig-
nificant roles also but not of the magnitude of those named. Eight
of the groups can be considered to be organized. All but the represen-
tatives from the universities and from the general public which were
unorganized were in the former category. All of the participants both
helped to shape and then have shared in the value redistribution that
occurred in the rewriting process.

Perspectives

In discussing the perspectives of the ten groups that partici-
pated in the rewriting of the Act, an attempt will be made to identify
viewpoints of the groups, although some of the statements will necessar-
ily be the reflection of the thinking of a person thought to be represen-
tative of the group. Statements will be presented that will attempt

to portray the self-image of the group, to show the official preferences, and reveal if possible what the group would do of its own volition if it were not hampered by the realities of the situation. The expectations of the group, where they can be documented will be presented. Myths surrounding the group, including statements of their official doctrine, formulae and miranda as they impinge on the rewriting of the Act will be summarized.

1. A.T.A. The perspectives held by the Alberta Teachers' Association seemed to change from support for the activity at the beginning to one of severe question near the end. The preliminary presentation by the Alberta Teachers' Association to the Committee for Rewriting the School Act indicated that the Association wished "to do all in its power to aid and expedite the rewriting project (Preliminary presentation by the Alberta Teachers' Association)." There was, however, concern about the deadline which the Minister had set. The A.T.A. wanted meetings of the Committee to proceed on a weekly or bi-monthly basis (Report of April 24 meeting of the Committee).

The basic position of the Alberta Teachers' Association indicated that while there was interest in all parts of a proposed new School Act the greatest interest would lie in matters which dealt with the operation of schools and contracts of teachers. There was support for the inclusion of only a minimum amount of detailed regulation and maximum freedom for school boards to operate their own business affairs. The A.T.A. advocated a position whereby large school systems which employed adequate professional technical staff could be delegated nearly complete authority to adopt their own operational rules and regulations, while boards of medium sized school systems should have a moderate amount

of delegated authority, and small school districts should continue to be subject to most of the detailed control to which they then were subject.

The A.T.A. advocated the position that a school board should be required to seek the advice of its professional staff before making decisions or taking actions which would affect professional tasks. They also supported continuation of bargaining rights enabled by the School Act with detailed procedural legislation as provided by the Alberta Labour Act as the best way of providing for collective bargaining between teachers and boards.

Removal of many outdated and obsolete sub-sections respecting the duties and powers of teachers was advocated. It was felt that only those duties which are directly related to teaching should be assigned to teachers and provision should be made for delegation of all non-teaching tasks to para-professionals.

The Alberta Teachers' Association stated that all dismissals, terminations of designation and suspension should be subject to appeal to a board of reference; that termination of contracts and designations could come at any time except in July and August by giving thirty days notice in writing subject to appeal to the board of reference and that all proposed transfers of teachers that were not mutually agreed upon should be subject to appeal to either a committee of the school board and the local teachers' association or to some neutral body where all evidence could be heard under oath and be subject to cross-examination.

The Association advocated sections dealing with the conduct of schools which would not increase the length of the school year but would decrease the amount of required instruction time per teacher to 240 minutes per day. Additional attention was paid to development of

a divided school year under terms of the revised act (Preliminary presentation by the A.T.A.).

These perspectives were in the main held consistently throughout the period of the rewriting. At the time of the Minister's conferences on Urban and Rural Education, held in October, 1969, no significant changes in position were noted (The A.T.A. News, 4:5).

With the release of the legal draft on December the 15th, 1969 however, an abrupt change was noted. In the A.T.A. News of January 16th, 1970, the resolutions passed by the Emergent Representative Assembly held in Edmonton on January 10th were reported (A.T.A. News,. 4:6). Three basic changes in perspective occurred at that meeting. First, a concerted demand for delay in passage of the School Act until at least 1971 was made. Second, fundamental objections to the provision which would allow boards to bargain regionally were registered. Third, opposition to the legislation which would potentially control the amount of supplementary requisition that a board could levy on its ratepayers was heard (A.T.A. News, 4:8).

At the hearing of the Standing Committee on Public Affairs, Agriculture and Education on March 3 and 4, 1970, the position of the A.T.A. remained essentially unchanged (A.T.A. brief to the Standing Committee). Although the Association found many commendable features of the almost totally rewritten act, attention was drawn to the perceived need for delay to allow time to assess ramifications of the perceived loss of fiscal autonomy of school boards and the change in status respecting regional bargaining units for boards that was contained in the draft act. Certain other items of concern, judged to be lesser in import, were also noted.

2. _A.S.T.A._. As is noted in the general summary of the re-writing process above, the Alberta School Trustees' Association was the body that publicly requested rewriting of the Act in November of 1968. Writing in the June, 1969 issue of the _Alberta School Trustee_, Mr. R. D. Gruenwald, member of the Committee for Rewriting the School Act and President of the A.S.T.A., stated that the association supported the directions which the rewriting of the act was taking. He advocated a decentralized system of school boards rather than a central system of education operated by the Department of Eduation which would permit variation and evolution in education with respect to the local situation. However, he saw that basic school law must remain the prerogative of the Provincial Legislature and that government must continue to exercise some control and supervision by way of fulfilling its basic responsibil-ity to all citizens (_Alberta School Trustee_, 39:3).

The initial submissions from representatives of the School Trustees' Association indicated that it was their desire that the Act be kept to an absolute minimum. Proposed drafts prepared by the chair-man were subject to massive elimination of detail in the committee led primarily by representatives of the Alberta School Trustees' Association. Unlike the Alberta Teachers' Association there was no section of the Act felt to be of less significance than any other part. Hence, the attention to streamlining all facets of the Act can be characterized as perhaps the major perspective held by the Alberta School Trustees'. Association.

As the writing progressed and as noted above, opposition to the tight time-line for submission of briefs and for introduction of the Bill into the legislature was spear-headed by trustees (Lethbridge

Herald, February 19, 1969). Opposition to methods of controlling supple-

mentary requsitions was also registered when the concept was introduced

in the legal draft released on December 15, 1969 (Medicine Hat News,

January 8, 1970).

3. A.C.S.T.A.. The basic viewpoint from which the Alberta

Catholic School Trustees' Association can be said to have begun is perhaps

contained in a newspaper article (Edmonton Journal, January 21, 1969).

The headline read: "School Act Prejudicial-Trustees." The article

charged that the draft of the School Act as it was then written discrim-

inated against development of a Catholic School System in rural areas

of the province. A strong argument was made for development of Separate

School divisions throughout the province of Alberta. Other points of

view expressed included a request for credits to be granted for high

school religion courses in Catholic High Schools. Quoting further from

the article and brief which was presented to the provincial cabinet

in January of 1969, the following is characteristic of basic viewpoints.

"The purpose of Catholic Education is prostituted if the philosophy

of secular humanism is forced upon the Catholic School, if it is not

permitted to fulfill its aims which include a religious orientation

toward life and society (Edmonton Journal, January 21, 1969).."

It may perhaps be fair to state that the position of the Alberta

Catholic School Trustees' with respect to education and particularly

the School Act in Alberta was, in January of 1969, very similar to the

point of view expressed in the minority report to the Cameron Commission

submitted by John F. Cormack in 1959 (Report of the Royal Commission

on Education, 1959). As the rewriting of the Act progressed some speci-

fic concerns entered the perspective of the association. On June 18,

1969, Reverend C. Kinderwater, in a memorandum addressed to the Chair-
man of the Committee for Rewriting the School Act and attachments, ex-
pressed the fear that the establishment of Separate School jurisdictions
was perhaps in jeopardy. Fears that Separate Schools would lose the
right to their share of assessment of U.S. industrial and financial
firms was expressed. A guarantee that Separate School jurisdictions
could form regional districts was requested (Letter from Reverend C.
Kinderwater to B. Stringham, June 18, 1969).

On September 23, 1969, a paper entitled, "Areas of Concern
to the Alberta Catholic School Trustees" was forwarded to the Honourable
R. C. Clark by the Executive Director of the A.C.S.T.A., Stephen T.
Rusak. In this paper, certain concerns with respect to the preliminary
proposals were presented. Inclusion of Human Rights legislation in
the School Act was questioned for fear that it might jeopardize consti-
tutionally guaranteed rights which had been in Alberta Legislation since
1905. Concurrence was expressed with the principle of standardizing
procedures for elections for schools under the provisions of the Municipal
Election Act. The A.C.S.T.A. agreed that Indians should have the right
to give their children the type of education which they desire consistent
with Article 3 of the Universal Declaration of Human Rights of the United
Nations, which is quoted on page 117. There was opposition to the princi-
ple which had been suggested that specific determination of the minority
or majority status of existing boards might affect the future standing
of Separate School jurisdictions. It was pointed out that once the
establishment had taken place by a minority, future changes in the larger
society would make no essential difference to the legality of the earlier
established entity. Certain other differences in detail were noted,

consistent with the perspectives enumerated herein.

4. A.F.H.S.A. The Alberta Federation of Home and School
Associations presented a brief to the Committee for Rewriting the School
Act in July, 1969. Quoting from the brief, "the basis for the statements
made here is the policy of the federation as evolved through resolutions,
briefs and submissions supported by the general membership."

The perspectives of the association can be inferred from a
consideration of the recommendations made which follow:

1. The Alberta Federation of Home and School Associations would
   ask that the committee give very close consideration to the
   ways and means of upgrading the present inadequate school
   library facilities before contemplating the inclusion of public
   libraries under the jurisdiction of school districts.

2. The federation recommends that grants be made available to
   local school boards to permit the establishment of publicly
   supported kindergartens as part of the regular school system.

3. The Alberta Federation of Home and School Associations believe
   that Indian people should have the same education, legal,
   economic, health and social opportunities accorded other Canadians
   with right to retain their own culture.

4. The federation recommends that the school entrance age be
   based on criteria other than chronological age, such as reason-
   able individual and local differences and the use of readiness
   tests.

5. The federation recommends that a student be required to remain
   in school until he has completed Grade 10 or has reached the
   age of 16.

6. The federation recommends that the rewriting of the School Act
   allow for modifications of the school year other than the pres-
   ent organization of two terms, September - December and January -
   June.

7. The federation recommends that a referendum on the establish-
   ment of the county system be held prior to the establishment
   of such a county in any rural area.

8. The federation recommends that revision of schools not be under-
   taken without the consent of the majority of the residents in
   the districts involved and that no schools should be closed
   without the consent of the majority.

9. The federation recommends that provision be made in the School
    Act for the education and training of mentally, physically,
    or emotionally handicapped children requiring special accommo-
    dations, and further that the provincial guidance clinic facil-
    ities be enlarged to meet the needs of all the children in
    Alberta.

10. The federation recommends that school authorities and munici-
    palities cooperate in providing comprehensive recreation and
    sports facilities for the use of children and adults.

11. The federation urges that the committee rewriting the School
    Act give serious consideration to naming the Alberta Federation
    of Home and School Associations as the organization represent-
    ing parents on ad hoc committees established by local school
    authorities and further that the committee rewriting the School
    Act make active use of the Alberta Federation of Home and School
    Associations as a means of disseminating the contents of pre-
    liminary drafts of the School Act to the Public and receiving
    reactions to it.

> (Alberta Federation of Home and
> School Association brief to
> the Committee Rewriting the
> School Act)

In view of the fact that the Alberta Federation of Home and

School Associations had, in their annual convention, reported in the

Calgary Herald on May 10, 1969, been forced to face bleak financial pros-

pects, it can be seen that the federation viewed their involvement in

the rewriting of the School Act as a significant rejuvenating activity.

Quoting from the Calgary Herald article referenced above, "and they know

after the three-day meet that without a great financial shot in the arm

and a renewed surge of enthusiasm for the activities, Home and School

has no choice but to dissolve," and further, "Mrs. T. A. D. Haddow, President,

said, "unless signs of life appear within a year, the Alberta Federation

should seriously consider dissolving," Mrs. Betty Garbutt is quoted as

having said, "if this were a business I think the treasurer would say

it's on the verge of bankruptcy (Calgary Herald, May 10, 1969)."

It can thus be inferred that one of the perspectives maintained

by representatives from the Alberta Federation of Home and School Asso-
ciations was that activity in the committee could revitalize the associa-
tion.

     5. <u>University Representatives</u>. Since the universities were
arbitrarily and upon request represented by Dr. H. T. Sparby and later
by Dr. D. A. MacKay, it is difficult to make a statement of the perspec-
tives held by the universities or those individuals. Former students
and colleagues of the two professors would indicate that both have a keen
understanding of the legal basis of school boards in Alberta and consti-
tutional guarantees under which Separate School legislation existed. Beyond
this the perspectives held by the two gentlemen were probably personal
and individualistic as they were with all other members of the Committee.

     6. <u>The Department of Education</u>. Dr. Byrne's post-facto state-
ment to the 1969 C.E.A. Convention in Edmonton probably represents the
perspective of the Department of Education with respect to the rewriting
of the School Act in as concise a manner as it can be found:

1. To eliminate through consolidation, transfers of responsibility,
   and withdrawals, many of the sections in The School Act that
   had been developed in response to specific issues over a period
   of years.

2. To rewrite legislation with a view to improving its clarity
   by removing wordy legalistic sections.

3. To transfer many items of decision-making from the rigidity
   of legislative enactment to the flexibility of local adminis-
   tration.

4. To enhance the role of local school authorities through more
   independence in decision-making.

5. To commit a greater number of decisions affecting local school
   operation to the negotiating process between school boards
   and their staff.

                             (Byrne, 1970:26)

To this might be added the statements of Dr. Byrne, Mr. Reierson and Mr. Wetter with respect to writing the School Act as detailed in the earlier part of this study.

7. _The Committee_. The first meeting of the Committee for Rewriting the School Act held in February, 1969 considered certain basic principles which guide education in the province. Upon discussion of the matters raised, differences in perspectives became clear. Representatives found that the Alberta Teachers' Association and the Alberta School Trustees' Association seemed able to agree with representatives from the Department of Education and the Home and School Association on a wide variety of issues. The Alberta Federation of Home and School Associations, however, held slightly different views, proclaiming itself to be the advocate of children in the educational establishment (A.F.H.S.A. brief, July, 1969). Representatives from the Alberta Catholic School Trustees' Association found themselves in basic disagreement with viewpoints considered basic by other representatives.

The committee began its deliberation by considering the statement of principles listed in the Hall-Dennis Report on the _Aims and Objectives of Education in the Province of Ontario_. That statement reads as follows:

> The underlying aim of education is to further man's search for truth. Once he possesses the means to truth all else is within his grasp. Wisdom and understanding, sensitivity, compassion, and responsibility, as well as intellectual honesty and personal integrity, will be his guide in adolesence and his companion in maturity.
>
> (Ontario, 1969:1)

All groups represented felt that they could accept this statement.

Article 26 of the Universal Declaration of Human Rights was

considered:

1. Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available, and higher education shall be equally accessible to all on the basis of merit.

2. Education shall be directed to the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms. It shall promote understanding, tolerance and friendships among all nations, social or religious groups, and shall further the activities of the United Nations for the maintenance of peace.

3. Parents have a prior right to choose the kind of education that shall be given to their children.

(Ontario, 1968)

There was considerable discussion on each of the three principles enunciated in the Universal Declaration of Human Rights. The Alberta Federation of Home and School Associations particularly felt that provision must be made in the new act for everyone to have the right to education. Prior to 1970 it was possible for children with any kind of learning disability to be excluded from school upon the issuance of a certificate by a Superintendent of Schools. All agreed that there must be some provision made whereby these children were given the opportunity of receiving appropriate education and that the boards of the area in which the child had residence should be made responsible for arranging the educational experience. At the same time there was general agreement that parents should be able to countermand a board's decision if it would take the child permanently out of the home.

There was agreement that education should be free but some question was raised as to whether or not it should be compulsory. It was suggested that the purpose of compulsory education, viz., the creation of an educated citizenry, had been accomplished and that there

was little to be gained in forcing senior students to remain in school against their will. Some questioned the principle of equal accessibility to higher education on the basis of merit, expressing the view that such access to higher education might create a meritocracy reflecting only wealth and not ability or need. Since the Act, however, addressed itself only to what has now come to be called basic education this matter was not pursued further.

It was agreed that education should assist in the development of the human personality and respect for human rights and fundamental freedoms.

There was considerable discussion over point three of the Universal Declaration as noted above in that the majority of representatives on the committee could not visualize a mechanism whereby parents could, in law, be given a prior right to choose the kind of education that shall be given to their children, particularly when necessary laws for compulsory education are considered. Hence, by majority vote of the group, point number three was not listed as one of the basic principles in communications released to the public with the result that the Alberta Catholic School Trustees' Association publicly registered objection to the omission.

Secton 93 of the British North America Act establishes that provincial legislatures have responsiblity for education (B.N.A. Act, 1867). This was considered to be a basic principle underlying any new Act for it would not be the cabinet, the Department of Education, boards, nor the general public that would be given basic responsibility for educating children.

In contradiction to the idea discussed above it was felt that

local control of schools is desirable. Whether or not the completed
act reflects this view can be debated. But it was the intention of
the Committee to reflect this perspective in structuring the new legis-
lation.

The majority of the Committee felt that public funds should
not be used for private education. Some members of the group wanted
to add the phrase, "unless it serves a need in the public interest."
The Home and School Association very strongly expressed the view that
private schools should be subsidized by the province to the extent of
seventy-five per cent of both building and operational costs. There-
fore, because there was not agreement in the Committee, this matter
was not included in public releases but remained part of the silent
agenda and in the background throughout the rewriting experience.

For discussion purposes the chairman invited consideration
of the principle commonly accepted in the U.S.A. that church and state
should be separate (subject only to the provisions of the B.N.A. Act,
Section 93, regarding Separate Schools). Predictably, this item met
with no agreement and the statement which was released indicated that
the Committee accepted Separate School legislation in conformity with
provisions of the B.N.A. Act. The Committee also agreed that coopera-
tion between both elements of the public school system is both desir-
able and necessary.

With the usual reservations with respect to federal control
the Committee felt that federal particpation in education is desirable.
Responsibility for Indian students, Department of National Defence pupils,
and general financial participation were considered proper areas of
federal involvement.

The Committee agreed that responsible freedom of individuals should be maintained. By this it was meant that coercion should be minimized so that personal growth could be maximized.

Because Committee members had read the Cameron Commission Report and the minority report issued at the same time there was a general awareness that any attempt to discuss a basic philosophical position grounded in the writing of educational philosophers would result in grave disagreement with the Alberta Catholic School Trustees' Association (Report of the Royal Commission on Education in Alberta, 1959). In the minority report much of public education was denounced as the excesses of the progressivist school. Consequently, the Committee stated that no single philosophic position as enunciated by educational philosophers would be accepted wholly but that an eclectic approach would be recognized, the elements of which would be subject to continuous review. This was not totally satisfactory for some members felt that before they could subscribe to such a statement the particular selection of elements from educational philosophy would have to be made explicit. The majority however, felt that such a broad view should be able to accommodate existing and expected orientations throughout the province.

The Committee felt with Frymier (1969) that provision should be made for the legislative, executive and judicial functions of government at all levels of school administration.

Considerable discussion centered upon the mosaic pattern of Canadian culture (Porter, 1965) with the statement emerging that the pluralistic nature of Canadian society would be recognized and accepted.

It was proposed that flexible approaches to curriculum, buildings, organization and conduct of schools must be permitted on the premise

that progress can be achieved through experimentation and diversity.
This statement did not survive into public drafts because there are
some segments of the public school system that feel satisfied with current
approaches.

There was general agreement that integration of schools with
other community resources and services should be facilitated.

Finally the Committee proposed to produce a minimum document
reflecting permissive policies with a minimum of prescriptive sections
on the premise that the least legislation would be the best legislation.
It was stated that the draft act would attempt to reflect current pre-
ferences but anticipate change in the future by de-emphasizing or elim-
inating many restrictive provisions.

This account of perspectives held in the Committee is drawn
from the reports of the Committee meetings held and from the chairman
who was a participant observer.

8. The Department of the Attorney General. Shortly after
the Committee began its delberations, the chairman, in an interview
with Mr. S. A. Friedman, Q.C., and Deputy Attorney General, enquired
about the Committee's stated preference to write an Act which elimina-
ted many of the historical provisions of the former document. It was
Mr. Friedman's advice (not documented) that the open approach to legis-
lation was preferable to becoming too specific. Later when the Act
was being drafted in legal form by attornies in the office of the Legisla-
tive Counsel, the same approach prevailed. The Attorney General's Depart-
ment researched the constitutional guarantees given to Separate Schools
to make sure that departures from current practice would probably not
result in federal intervention later on (Letters from D. C. Elliott

to W. E. Wood, October 8, 1969; and from W. E. Wood to T. C. Byrne,

October 9, 1969).

9. The Legislature. Four groups within the Legislature

had an influence upon the final draft. Initially, the cabinet reviewed

the Committee proposals and suggested changes which reflected their

policy. The Act then was placed before the educational committee of

the Social Credit Caucus which again reacted to proposals and suggested

amendments. Because Bill 35, the draft Act in bill form, had wide

public circulation, both government and opposition members were able

to react to proposals. This activity was further enhanced by the open

questioning of details during second and third readings of the Act

by both government and opposition members (School Act Hearing, November

3, 1970).

10. The General Public. It would be impossible to classify

the many perspectives held by members of the general public. Special

interest groups within the public emerged, typical of which were the

Library Association of Alberta (Letter from I. J. Bates to B. L. Stringham,

November 7, 1969); Certified General Accountants of Alberta (Letter

from D. C. Elliott to B. L. Stringham, February 11, 1970); the Association

of Private Schools and Colleges (Brief to the Minister of Education

on the Rewriting of the School Act, July, 1969); advocates for and

against Family-Life Education (Brief of the Family Life Education Council

of Edmonton, March 31, 1969); The Alberta School Bus Operators' Association

(Letter from A. Jackson to B. L. Stringham, June 4, 1969); other depart-

ments of government; representatives of the insurance industry; munici-

pal bodies, etc. In most cases these groups and the dozens of individ-

uals who submitted briefs reacted to individual items upon which they

had a point of view or expressed a difference.

Situations

In discussing situations with respect to a contextual map, Lasswell (1971a) defines situations as "the zones in which interactions occur." Thus, situations or arenas may include ecological or spatial dimensions, temporal dimensions, whether the arena is organized or unorganized, value inclusive or exclusive, crisis or inter-crisis oriented. Rather than making an attempt to identify unique arenas for each of the ten participant groups, the discussion of situations will refer to the overall situation in which the Act was written and try to identify the participants in each of several arenas.

The interactions among effective particpants occurred primarily within the Committee for Rewriting the School Act and in those meetings identified in the earlier part of the thesis. In addition, each of the organized participant groups held meetings at their headquarters and throughout the province at which policy matters were clarified. As will be seen when base values are discussed, the greatest interaction occurred when matters of special interest to the participant groups were addressed. An example is the reaction of the Alberta School Trustees' Association at the June 1969, Banff Secretaries' Short-Course and Trustees' Seminar when a discussion by the chairman of matters coming under consideration generated a concerted demand that the pace of change was too fast. At that same meeting representatives from the Alberta Catholic School Trustees' Association did not perceive favourable treatment of their particular interests, with the result that both the Alberta School Trustees' Association and the Alberta Catholic School Trustees' Association reacted in a crisis orientation.

The January 10, 1970, Emergent Representative Assembly of

the Alberta Teachers' Association represents a crisis orientation in
reaction to matters in the Bill thought to be detrimental to the A.T.A..
The same mood prevailed at the March 3 and 4, 1970, session of the Standing
Committee on Public Affairs, Agriculture and Education when numerous
individuals and groups seemed to feel that a crisis had arisen.

A less dramatic arena where interaction that effected the
outcome of the rewriting activity occurred was within the Committee
itself where the positions of the participants were debated, adjudicated
and sometimes reconciled.

Communication by telephone and through correspondence with
the dozens of individuals who submitted ideas and reacted to drafts
can be thought of as significant arenas where interaction occurred.
Public meetings where members of the Committee, employees of the Depart-
ment of Education and other persons knowledgeable about the rewriting
activity spoke, received criticism, and collected ideas were also important
arenas. Coverage by the press, radio and television made many Albertans
aware of issues that would affect education under the new legislation.
Those special interest groups which either wanted to protect territory
given to them, as was the case with the Alberta Library Association,
and the Certified General Accountants of Alberta, as well as those who
wished to expand their area of influence, such as certain insurance
agents and consultants, provided other significant reactions in the
writing process.

Base Values and Social Forces

The base values include all the values available to a participant
at a given time. It is clear that a political party, for example,
has some political power, thanks to the public officials and bosses
under its control; possesses enlightenment assets if it has access

to radio, television, and printed media; enjoys wealth to the extent that money and volunteer services are available; marshals physical vitality in the degree that it draws on youth; attracts love and loyalty from those who are identified with its past and future; draws respect from various social strata; and commands a reputation for moral integrity from the record of its leaders.

(Lasswell, 1971a:26)

Virtually, all of the base values identified by Lasswell were operative among all of the participant groups and individuals in the rewriting of the School Act. In addition, it can probably be inferred that social forces relative to each of the eight value categories were also operative. The following discussion will attempt to give examples of each of the eight base values and social forces relative to each of the eight value categories with which they can be associated as they were manifest in the project.

Power

Power is defined as "the power to unilaterally determine the behaviour of others, regardless of the basis for that ability" (Cleland, 1969).

When power is used in a lawful manner or has been legitimately attached to an organizational position, it is referred to as authority which is delegated by job descriptions, organizational titles, standard operational procedures and policies related to those procedures. When power is not used in a lawful or legitimate manner, it is said to be naked or pretended. If it is naked it attempts to control without being legitimated. If it is pretended, it masquerades as legitimate authority but cannot control (Lasswell, 1971a:27). Closely associated with power and authority is the concept of influence which "is authority assumed without the legitimacy of an organizational position (Cleland, 1969:43)."

Influence can arise because a person may have superior knowledge and expertise than those over whom he exercises his influence. In the following quotation, Fayol seems to equate personal authority and influence.

> Authority is the right to give orders and the power to exact obedience. Distinction must be made between a manager's official authority deriving from office and personal authority, compounded of experience, intelligence, moral worth, ability to lead, past services etc. ... Personal authority is the indispensable complement of official authority.

> (Fayol, 1949:21)

In the rewriting of the School Act many groups and individuals exercised power, authority, and influence. In discussing these concepts primary attention will be paid to the policy issues identified in the previous section.

There was general agreement that the revised Act should not contain wordy, legalistic anachronisms, but that it should be simplified, general, and open in its approach. It was the chairman's perception that removal of detail was thought by some of the participant groups to be an avenue whereby greater power for individual organizations could be secured. The argument seemed to be that if sections which restricted power of boards or teachers, or specified particular duties were removed, there would be greater freedom for all groups to evolve their own patterns of behaviour. Representatives from the Alberta Catholic School Trustees' Association, however, seemed to view removal of detail with respect to constitutional guarantees in precisely the opposite manner. Here it was feared that loss of power and authority to manage Separate Schools may occur if detail was removed (Western Catholic Reporter, May 11, 1969). Thus it can be seen that any change in specifying details was viewed as a power shift by significant participant groups.

The amount of detail that would be included in the Act gave rise to a consideration of strict and liberal construction and interpretation of statutes (Enns, 1963:24). In general those parts of a statute which have the effect of interfering with the rights of individuals are strictly construed, while others are more liberally interpreted when it is clear that justice would not be served by strict adherance to all technicalities (Enns, 1963:26). In an attempt to ascertain the advisability of moving to a more open approach which would be more liberally construed, the chairman consulted with the Deputy Attorney General, Mr. S. A. Friedman. It was his opinion, as noted earlier, that an open approach would be satisfactory and that by removing much detail, many concepts contained in the current School Act wh. h had to be rather strictly interpreted and construed because of the detail included, would be open to much more liberal interpretation in the courts.

Upon learning of Mr. Friedman's opinion relative to these matters, the Committee agreed that they would opt for sections which could be liberally interpreted, thus creating an arena in the future where greater power may be seized by participant groups.

The local autonomy issue was seen by all participant groups as a means whereby greater power could be gained. The Alberta Teachers' Association seemed to base its objections to regional bargaining and the possibility of plebiscites contained in the first legal draft that was released in December of 1969, on the argument that these sections were contrary to the principle of local autonomy for school boards which characterized most of the other parts of the Act. A similar point of view was expressed by the Alberta School Trustees' Association and the Alberta Catholic School Trustees' Association.

The Alberta Federation of Home and School Associations encour-
aged much greater involvement with schools at the local level, particularly
as it related to their own organization. In each case it can be seen
that any movement toward local autonomy seemed to be viewed by the major
participant groups as enhancing the possibility for power to be exercised
at the local level.

The argument over the status of negotiations for teachers'
salaries was strictly a power argument. Trustees viewed movement to
regional bargaining units as an extension of the application of the
Labour Act to boards whereas the teachers viewed the same move as a
restriction on the power that had been enjoyed to that time. Boards
seemed to feel that they required the power that local bargaining units
may give them in controlling educational expenditures being made by
themselves on behalf of rate-payers. Teachers on the other hand, felt
that the setting up of regional bargaining units was in effect, a transfer
of power from local school boards to an amorphous regional bargaining
body which could not have the interests of children at heart to the
same degree that either the teachers or the local trustees themselves
had exhibited in the past.

The individual rights of citizens argument seemed to be advanced
by individuals and groups in an effort to secure power for themselves.
In particular, the arguments advanced by the Alberta Catholic School
Trustees for creation of larger school districts and divisions was an
argument for increased power. The feeling that restriction of development
of Separate School jurisdictions while public school administrations
had grown larger was discriminatory from a religious point of view was
a convincing argument in the area of political power which was only

defused when the Honourable R. C. Clark, Minister of Education, in

the hearings before the Standing Committee on Public Affairs, Agriculture,

and Education in March, 1970, gave assurances that the matter of Separate

School Divisions would be considered at a later time when further attention

was being given to boundaries of school jurisdictions generally across

the province (Speech by B. L. Stringham to Secretaries' Short Course

and Trustees' Seminar, Banff, June, 1971).

The expressed concerns of the Alberta Federation of Home

and School Associations and the Council for Exceptional Children, that

greater attention be given to children with handicaps and other learning

disabilities was an argument in the area of individual rights asking

for more power to be delegated to meet these critical needs (Brief

of A.F.H.S.A., July 4, 1969 and letter from N. Flaig to R. C. Clark,

February 25, 1970).

The matters addressed in the preceding paragraph were manifes-

tations of social forces with a power base. In addition, there were

other social forces impinging on education in Alberta which had to

be reconciled. Houourable R. C. Clark spent considerable time during

the latter part of 1969 and the early part of 1970 speaking to various

groups throughout the province about a taxpayers back-lash effect being

felt across North America because of rising school costs (Calgary Herald,

August 21, 1969). Controls on board expenditures were being felt through-

out the nation and the realities of expanding government expenditures

and shrinking funds made consideration of controls more prevalent in

Alberta than they had been before (Calgary Herald, August 2, 1969).

Accountability was being demanded with numerous addresses being given

in support of that concept (Calgary Herald, November 20, 1969). Student

power in the universities was rife and expectations were growing that

similar movements would be in the high schools at an early date. Drug

abuse was prevalent with demands continually being heard for greater

control by the schools of the conduct of young people at the same time

that resistance to all controls in society was being experienced. Advocates

of family life education were battling with groups of parents who were

trying to turn the tide of permissiveness. The supply of teachers

had stabilized and it was anticipated that surpluses would begin to

occur within the next few months. Unrest among teachers, pupils and

parents had become relatively commonplace. Each of these circumstances

can be thought of as manifestations of social forces related to redistri-

bution of power in society. They all had either subtle or direct influ-

ences upon the outcomes of the writing process (T. C. Byrne in Hanna

Herald, January 21, 1970).

Enlightenment

While it cannot be debated that a major purpose for operating

schools is enlightenment of children, activities surrounding rewriting

of the School Act did not focus primarily on knowledge acquisition.

The Act was designed to create structures wherein schools could be organ-

ized and enlightenment gained by clients. There were however, numerous

letters and briefs which did encourage something with respect to enlight-

enment. The demand for a consistent philosophy, first enunciated in

the Edmonton Journal (February 10, 1969) and later supported by various

school jurisdictions and the Alberta School Trustees' Association, reflect

the basic concern that people shared about providing greater enlightenment

to children in schools. The Alberta Federation of Home and School Associ-

ations addressed the matter of Hutterite Education in one of their general

meetings where again, considerable attention was drawn to the matter

of providing enlightenment to students in these schools (Calgary Albertan,

March 10, 1969).

Nevertheless, the accent on providing enlightenment was omitted

from the deliberations of the Committee for Rewriting the School Act

and transferred by design to the work of the Commission on Educational

Planning which, as was noted earlier, was commissioned during the process

of writing the Act (Calgary Albertan, May 8, 1969).

Wealth

Any concern that has to do with the economic well-being of

an organization or its members can be thought of as addressing itself

to the value of wealth and with those social forces which make wealth

important or necessary to the continued operation of an organization.

The negotiation issue can be thought of as being motivated by organi-

zations and individuals pursuing wealth. Boards were interested in

saving money through negotiating collectively, while teachers were inter-

ested in creating conditions of negotiation that would prove to be most

beneficial for their membership. The government in introducing a provi-

sion enabling plebiscites and limiting local autonomy can be thought

of as directing its attention to conserving wealth for use in other

priority areas.

It is interesting to note that arguments with respect to values

and social forces associated with wealth were as strong as those which

dealt with power and together these two areas created the most heated

discussion relative to any value issue that was considered during the

writing process.

Well-being

Some submissions concerning individual rights addressed themselves to social forces and values associated with the well-being of individuals. Representations concerning insurance, duties of employees, settling of disputes, and agreements concerning recreation and community services were related to the value of well-being. This value, however, was not one of the major issues addressed in rewriting the Act.

Skill

Provisions dealing with vocational education and work experience programs directly relate to skill acquisition as a value issue. There were forces in society which tended to emphasize these matters and which led to their inclusion in the draft Act.

Affection

Probably the only concern raised in rewriting the Act that could be considered to address the value associated with affection was the feeling of unity among members of participant groups. To the A.T.A. this was given impetus when resistance to any suggestion to separate principals from teachers in the bargaining process was met. While it may have been affection that led to this resistance it is more likely that it was the power motive that was operable. Relative to the Alberta School Trustees' Association it might be assumed that standing together in regional bargaining units was a manifestation of affection, but again, it would seem that the power motive was predominant. Certainly, there was manifestation of affection or mutual concern for each other evident in the position taken by the Alberta Catholic School Trustees' Association. It wanted conditions to remain as they were essentially, but

also wanted to extend current powers so that operations could be made

larger or more viable. Similar statements could be made about other

of the participant groups.

Respect

The initial Committee report included two sections which dealt

directly with the value of respect. These were included because of

social forces enunciated most clearly by the Alberta Indian Association

and advocates of women's rights in Alberta. Those sections read as

follows:

4. Notwithstanding anything herein contained, women are upon
   an absolute equality with and have the same rights and privi-
   leges and are subject to the same penalties and liabilities
   as men.

5. Subject to the provisions of the Human Rights Act discriminatory
   practices because of religious beliefs, color, ancestry or
   place of origin are prohibited.

> (Report of the Committee for
> Rewriting the School Act)

These sections did not persist into the final draft because

the Department of the Attorney General concluded that these rights are

enjoyed by all citizens irrespective of their inclusion in Acts other

than the Human Rights Act. Nevertheless, the concern voiced by the

Alberta Indian Association and individual female teachers in the province

led to this manifestation of the value of respect emerging at one point

in the deliberations of the Committee.

Rectitude

The basic concerns of the Alberta Catholic School Trustees'

Association seemed to centre in the conviction that an education must

include more than academic learning and go beyond into specific values

which were labeled Christian Education (Western Catholic Reporter,

May 11, 1969). This addressed the concern for rectitude directly as

did provisions dealing with instruction in languages other than English

and provision of religious exercises and instruction in the schools.

While some groups may have been content to see certain value

positions associated with rectitude disappear from the School Act there

were significant demands that they be retained.

Strategies

The strategies employed by the Alberta Teachers' Association

are outlined in the following quotation from the A.T.A. News dated

November 19, 1969:

WHAT THE A.T.A. IS DOING ABOUT THE SCHOOL ACT

by B. T. Keeler

When the government's intention to rewrite the act was announced, the Provincial Executive Council, as a guide to our participation in this project, outlined a set of objectives for a new act. Most of these were based on policy adopted over the years by annual representative assemblies.

District Representative W. L. Hughes and Staff Officer H. A. Doherty were named to represent the Association on the Committee for Rewriting The School Act.

Locals were invited to study the present act and submit views for use by our reprsentatives. Several significant issues were identified in the local reactions which were received.

Following release of the first draft, a copy was sent to each local with a request for study and reaction. Again, local submissions proved useful.

An ad hoc committee of the Association reviewed the draft clause-by-clause, brought certain policy questions to Council for decisions and listed numerous changes to be sought by the Association.

A.T.A. solicitors drafted proposed rewordings in consultation with staff. This process is continuing.

A.T.A. representatives at each of the Minister's conferences were briefed on major areas of dissatisfaction with the draft and added other items of concern.

An Association brief, which will include all proposed amendments, is in preparation for presentation to the Deputy Minister.

It is anticipated that the matter will be referred by the Minister to his standing committee on legislation, on which the Association is represented, prior to tabling of the bill at the 1970 session of the Legislature.

(The A.T.A. News, 4:5)

Subsequent to November 19, 1969 and with the release of the first legal draft on December 15, the A.T.A., as reported above, called an Emergent Representative Assembly, one subject of which was to convey to the government and opposition, two sections which had not been included in the original Committee report. Other strategies employed were the calling of meetings in locals, and submissions of briefs to the Standing Committee on Public Affairs, Agriculture and Education. In some of these meetings the strategy employed could probably be called confrontation since the objections raised were presented in a forceful manner.

Finally, after the presentations had been made before the Standing Committee on Public Affairs, Agriculture, and Education, the A.T.A. presented a brief to the Minister and interviewed him, achieving notable gains which will be reported under the topic entitled "Outcomes."

All of the other participant groups employed similar strategies to those enumerated and described with respect to the Alberta Teachers' Association. Briefs, press releases, conferences, conventions, letters to the editor, M.L.A.'s, Committee members, interviews with the Minister of Education and other politicians characterized the strategies utilized.

Some of the groups employed strategies which were unique. The Alberta School Trustees' Association established a committee on

legislation which gave detailed attention to every section of the pre-
liminary draft prepared by the chairman. Initially, the A.S.T.A. seemed
to offer unqualified support for the project but as individual boards
began to demand a delay in proceedings, the position of the association
reflected the same concern. After the legal draft had been made public,
the A.S.T.A., through its executive director, Dr. D. A. Girard, seemed
to support the work of the Committee. This strategy paralled closely
the general approach taken by the Alberta Teachers' Association in
the early months of the re-writing project. However, from December
of 1969 virtually until the Act was passed, strategies employed by
the A.T.A. were designed to delay implementation of the Act until further
concessions deemed desirable by the Teachers' Association could be
gained. The Alberta Catholic School Trustees' Association was generally
supportive, except for a period of time when there were fears that
changes in constitutional guarantees to Separate Schools may occur.
As these were removed from the draft, general support for the project
was apparent. The Alberta Catholic School Trustees' Association utilized
press releases in the Western Catholic Reporter which circulated to
a large number of their supporters and also circularized Separate School
Boards, advocating that they react in ways which the executive of the
association felt would create the social climate whereby the rights
of Separate School supporters could be protected.

The Alberta Federation of Home and School Associations utilized
techniques essentially the same as others with perhaps one exception.
Local groups were encouraged to hold public discussions on the School
Act and members of the Committee for Rewriting the School Act were invited
to participate in these local meetings. The result was that many members

of the general public were better informed through the efforts of the

Alberta Federation of Home and School Associations.

The universities maintained a very low profile but did, on

essentially an individual basis, react to provisions contained in the

various drafts.

The government and the Department of Education in particular,

by deciding to involve the major reference groups and the public in

examination of drafts of new legislation, employed a strategy of open-

ness that is frequently not found in governments which operate under

the British parlimentary tradition. In most parlimentary governments,

tradition demands that drafts of legislation remain confidential until

they are tabled in the House for debate. This was not the case in pre-

paration of the School Act, 1970.

The strategies employed by the Committee are the subject of

this thesis and can be inferred from the accounts written herein.

Outcomes

The culminating activity of the Committee for Rewriting the

School Act was the passage of the School Act, 1970, on April 15, 1970,

and subsequent proclamation of the Act on August 1, 1970. To the Alberta

Teachers' Association passage of the Act represented a particularly

fruitful lobbying effort in the final month of the rewriting activity.

Analysis of the amendments made to Bill 35 between the time of the public

hearings on the Act in early March and April 15 when third and final

reading was given indicates that six significant concessions to the

teachers' point of view were accommodated. The Act specified the nature

of contracts of teachers when a district is included in another School

District; specifically authorized teachers' conventions; gave additional detail with respect to transfer of teachers; included provisions which specifically precluded the possibility of splitting principals from the bargaining unit; broadened the basis of appeals upon termination of designation as principal, and included a section dealing with the payment of teachers. According to a series of notes prepared for a meeting with the Minister of Education on March 26, 1970, respecting the amendments to Bill 35, the A.T.A. only had four residual objections to the draft legislation. They dealt with whether a teacher should be required to "render service" or "instruct pupils," even more definite specification that the teachers' bargaining unit should include all teachers; objections to the provisions allowing school boards to become members of employers' associations; and opposition to the placing of limitations on the fiscal freedom of school boards. In the absence of further registered objections it can be assumed that the Alberta Teachers' Association was reasonably satisfied with the other provisions of the Act.

The Alberta School Trustees' Association in the completed Act saw the fulfillment of many of the objectives that they had held. Other than the section which controlled the amount of supplementary requisition that a board could levy, there seemed to be greater freedom given to school boards. In the amendments to Bill 35 which were effective before the Act was passed, certain matters of minor concern to the A.S.T.A. were accommodated so that this group seemed to be relatively satisfied with the outcome of the rewriting activity. The president of the Alberta School Trustees' Association, Mr. R. D. Gruenwald, made the following statement:

All in all, I believe after this new Act is finally passed and
assented, we will not suddenly wake up the next morning and check
the Act out to see what we must do differently. I think it will
be business as usual as far as most of us are concerned. We must
have teachers, administrators, school boards and department of
education officials who will work together toward a common goal.
This is what it takes to provide a good education system - not
just the minute details of a School Act.

(The Alberta School Trustee, 40:1)

Thus it would seem that the Alberta School Trustees' Associa-
tion generally supported the outcome of the rewriting project.

The perceptions of the Alberta Catholic School Trustees' Associ-
ation are summarized in an article in the Western Catholic Reporter,
April 26, 1970, a copy of which follows:

THE SCHOOL ACT: FIGURING THE SCORE

Now that the smoke is clearing following the proroguing of
the Alberta Legislature, Catholic educators are attempting to work
out a box score of gains and losses in the battle over the new
School Act.

The major gain was an amendment placing the onus on companies,
which don't want to support Catholic schools, to prove they haven't
got Catholic shareholders.

Up to this time, the burden was on the Catholic boards to
determine this fact, an impossible task in most instances. The
result was the majority of company taxes ended up in public school
treasuries.

The change will mean substantial amounts of money for Catholic
boards in the large cities and other industrialized areas.

*   *   *

LARGER UNITS of administration for rural Catholic schools are still
a long way off. The Catholic boards want to centralize just as
their public neighbors have done for many years.

There are vague hints that the larger units are in the offing,
but the realistic view is don't hang by your thumbs waiting for
it.

Catholic public school districts have lost the right to withdraw
from the large divisions in order to obtain religious instruction.
They can form advisory boards and, according to the act, force

a division to teach religion in a particular school. But educators believe the whole idea is simply unworkable.

Only experience will determine whether or not such an action can be made to stick. And that's the case with the other sections of the act, wait and see.

(Western Catholic Reporter,
April 26, 1970)

From this statement it can be seen that the Alberta Catholic School Teachers' Association, while it was not overly pleased with the product of the rewriting, had few major complaints. All of the earlier fears that constitutional rights may have been abrogated were no longer an issue.

Effects

Despite the representations which were made to the government when Bill Number 35 was first introduced on the floor of the legislature, there was, in anticipation of passage of the Act, a projection of its possible effects. The statement made by Mr. Ivan P. Stonehocker, President of the Alberta Teachers' Association, represents the general expectations which were heard from many participant groups throughout the province. His statement follows:

CHALLENGE OF CHANGE

By Ivan P. Stonehocker

THE CHALLENGE of the revised School Act is presented to all communities. It shifts the emphasis from centralized bureaucratic provincial control to the community action level. But this desirable change will fail unless a corresponding change occurs in the present outmoded system and the concept of education. Criticism of students, or teachers, or parents, or administrators, or the allocation of funds, will continue unless some reforms are made. The student must be the center of this effort.

The difficulty is not with the people involved -- it is with the system and its operation. The schools cannot do now all of the tasks which are being foisted upon them. In fact, does the

community want its school to continue with the present program or is a major change needed?

The rebellion of students, the dissatisfactions of parents, the frustrations of teachers and the despair of board members, all indicate a weakness of the present system. Is more money the answer? No, more money to continue or expand the same practices is not the answer. Is a shift in control the answer? Certainly not, if the shift simply establishes another bureaucratic group without any basis of reform. There is something wrong when the enthusiasm and eagerness of the "first graders" change so often to rebellion or mere toleration in upper grades.

How can this be changed? The one-room rural school had many failings, but it did have one outstanding feature -- the assurance of intense community participation which many schools do not have today. To achieve this again will require cooperation of the students, the parents, the teachers and the board members as representatives of the citizens. The groups which make up the public or society must decide the objectives and policies for the school; the professional educators must implement these policies and the public must appraise the result.

The social development of a child is affected most by his family, his friends and his school. To be most effective, there must be a close liaison between these three agents of influence. Cultural variations in the homes, generation gaps and an irrelevant educational program may each contribute to the production of an erratic or antisocial outlook. Lack of motivation may be a familiar result of such conflicts. Many of the low expectations of students can be traced back to prophecies which said, "My child is no good in mathematics, just like I was not!"

The challenge of the revised School Act to each group in the community is to become an active participant in educational reform. No institution or person is perfect. Education can be improved by criticism which points out mistakes and errors and suggests better procedures and policies. Community participation ought to produce a dialogue that will enlighten all parties. The parents and students will learn much about the problems and complexities of teaching. In turn, the educators will realize the benefits of having the public involved directly in developing policies for their schools.

A similar challenge faces The Alberta Teachers' Association. The "we-they" complex, the charge of bureaucratic establishment, the alienation of new members, the failure to communicate, indicates the need for change in the system. These are not complaints against the people involved -- they are complaints against an outdated system. Neither is more money to continue the same methods the answer. Much depends on how effectively funds can be used. Decentralization has been suggested as a solution. But my use of this term does not mean simply administrative decentralization where

scattered regional offices continue the existing pattern. It is my firm belief that there must be a decentralization of Association procedures. We must establish a new relationship between locals, particularly large locals, and the provincial association. It must involve a redistribution of authority and responsibility. With the shift in emphasis to local autonomy in The School Act, a corresponding change in Association policy will be essential. The problem of support staff and paraprofessional personnel in schools is not answered. The attempts at evaluation of teachers have seemed to ignore the important factor of how human the teacher is when meeting students. Much attention must be directed toward the criterion of performance as compared to credentials.

These issues are not simple -- but they must be faced -- and soon.

(A.T.A. Magazine, January-February, 1970)

The chairman of the Committee for Rewriting the School Act in early June of 1970, presented a paper to the secretaries and trustees in their annual short-course and seminar at Banff (Appendix G). That statement dealt with decisions considered to be consequential to the passing of Bill Number 35 and in some detail specifies the immediate effects that were felt when the Act was passed. A summary of that paper follows.

The paper drew the attention of boards and secretary-treasurers to two problems that arose shortly after the act was proclaimed. One of the chartered banks in Alberta circulated its managers suggesting that borrowing for current purposes would be cut off prior to August 1 on the grounds that changes in the new School Act would prevent boards from charging their revenues to secure borrowings. They also suggested that their legal advisors were doubtful that the board of trustees would have the power to make a promissory note. It was pointed out to boards that managers of two rival banks would be pleased to accept the accounts of any school boards whose relationship with the bank were in jeopardy

as a result of any shortcoming of the new Act. It was the opinion

of the Department of Education that the new Act was sufficiently clear

about the board's status as a corporation that no legal question of

borrowing could succeed. Boards were advised, however, that unrestrained

borrowing likely could not proceed, for ministerial approval of current

borrowings was not provided in the Act, making it necessary for boards

to maintain financial stability in the eyes of their bank managers.

Attention was drawn to the claim being made by the A.T.A.

that the school opening date, school year and several related matters

be considered to be conditions of employment. The statement was made

that if boards agree to include all such matters in collective agree-

ments they will all in fact be conditions of employment. It was pointed

out, however, that the contents of an agreement are arrived at by collective

bargaining but in the opinion of the Board of Industrial Relations

certain matters which employees may wish to negotiate may be considered

as the employer's prerogative.

Attention was drawn to the provision of local advisory boards

in the Act and the suggestion was made that local boards which have

been established under previous legislation were now automatically

within the framework of the new Act.

Regional district legislation was reviewed.

The opportunity to form a joint body with the municipality

or other corporation under Section 92 was examined.

Boards were advised to exercise their responsibility under

Section 139 wherein the board is required to do certain things in order

to assure that schools would re-open in the fall. Specifically, boards

were advised to specify school opening date, specify the number of days

of school operation and in general deal with all other matters mentioned

in Section 139 of the Act. Holidays were discussed and the difference

between vacations and holidays was stressed.

Attention was drawn to the requirement of the Act, that each

board was required to hire a superintendent of schools. It was sug-

gested that hiring a superintendent was perhaps the most crucial decision

facing the boards at that time.

Attention was drawn to Section 65(3)(d) wherein the board

is required to make rules for the administration, management and operation

of schools. The necessity to make and implement policy was stressed.

Bonding of employees, the hiring of non-certificated employees,

insurance coverage, the status of all subsisting contracts, policy regarding

the appointment of vice-principals, school entrance age, procedures

for dismissal of teachers and transfer to the new School Election Act

were additional items that were brought to the attention of boards.

Each of these items illustrated areas where the effects of the writing

of the Act were to be felt throughout the province.

Summary

This chapter chronicles the events which transpired just prior

to and during the rewriting of The School Act The social climate in

which the Act was written is described in a chronology of all of the

events that were judged to be significant as the techniques associated

with case studies and content analysis were applied to the written materials

which were available. Further insight into the activities and attitudes

which were associated with the rewriting of the Act were provided in

the description of a contextual map which is included. The analytical

tools which are available to the researcher through use of the contextual

map are applied in the next chapter.

Chapter 6

THE RELATIONSHIP OF RELEVANT CONCEPTUAL FRAMEWORKS TO THE
WRITING OF THE SCHOOL ACT - A SUMMARY WITH
CONCLUSIONS AND IMPLICATIONS

Introduction

Chapter 2 of this study presented a discussion of frameworks

from which policy and policymaking may be viewed and argued for the

addition of a fifth area of interest in the policy sciences, viz., policy

discovery or policy identification. The assumed relationships between

the models discussed and the reality of writing the School Act were

not explored. Chapter 3 reported research procedures employed in this

study. In Chapter 4 the process of identifying or discovering certain

policies that were implicit in the revised Act was reported as a first

application of principles developed in Chapter 2. Chapter 5 then docu-

mented the School Act writing experience from two vantage points; first

as a basic chronology and then in terms of a contextual map, thus enabling

analysis from the viewpoint of the conceptual frameworks developed in

Chapter 2. This chapter relates the frameworks to the account of the

rewriting and addresses itself to elucidation of responses to the questions

posed in stating the problem and sub-problems at the outset of the study.

Conclusions reached in conducting the study appear with the discussion

of problems and sub-problems.

The Problem

By way of restatement, the problem upon which this study focussed

was as follows: to examine and analyse the events associated with the writing of The School Act, 1970, in terms of recently developed theoretical frameworks for understanding the processes of public policymaking.

An examination of the events associated with the writing of The School Act in terms of the dimensions of policy sciences presented in Chapter 2 indicates that there were some similarities between those considerations deemed to be important from the viewpoint of the policy sciences and the actualities of writing the Act. The dimensions of policy sciences by which analysis of the rewriting activity can proceed include the concepts of policy analysis, megapolicy, metapolicy and realization strategy. This study suggests that policy identification be added to the list. A discussion of the applicability of each of these dimensions of policy sciences to the rewriting of the Act follows.

One could argue that some of the procedures associated with policy analysis were implicitly followed in structuring the new Act. The procedure, however, does not seem to have proceeded in a very comprehensive way. Identification of alternatives was sought through involvement of various reference groups on the Committee for Rewriting The School Act and through solicitation of briefs and comments from the general public. There was no concentrated effort made, however, to provide innovative methods for generating great numbers of alternatives nor for testing the viability of alternatives examined from the viewpoints of more than a few selected individuals and reference groups. There was an implicit concern shown for underlying values. This is best exemplified through examination of issues surrounding changes to separate school legislation where, during the process of writing the

first draft and in the modification of suggestions made later on, the

values of separate school supporters were recognized and in most in-

stances accommodated. Nevertheless it would seem to be a valid assump-

tion that considerably more depth in policy analysis activities could

have been employed than were followed implicitly by the Committee.

The statement of basic principles which was formulated by

the Committee in its first meeting is perhaps the only approximation

to a megapolicy phase of the rewriting experience that can be found.

This, however, was somewhat deficient from the standpoint of the policy

sciences for it did not involve the Minister, his deputy nor any of

the directors in the Department of Education. It was undertaken solely

by the Committee for Rewriting the School Act and seemed to flow primarily

from the observations presented to the Committee by the chairman. It

cannot be argued that the Committee had a statement of overall goals

nor that the boundaries between any of the specific policies implied

in the Act were regulated by overarching goal statements. Only implicit

concerns with the time over which the policies implied in the Act would

operate were manifest. Possible risks associated with various committee

proposals were only judged on the basis of personal opinions expressed

by Committee members. They were not subject to examination in the larger

community. At no time was the committee concerned directly with whether

or not the policy changes implied in revisions to the Act were innovative

or incremental. Intuitive feelings about what would be accepted seemed

to rule. No attention was drawn to whether or not policy changes should

achieve goals through shock effect or through mutually coordinated ways.

Little recognition was given to implied assumptions about the future

state of Alberta Society. No consideration was given to any theoretical

or conceptual basis upon which the activity may have or should have been proceeding. Little concern was shown for future availability of resources nor even for the manpower and support resources which would have been necessary to effect policymaking in the ways described in the literature. Because there seemed to be no awareness among the Committee members of alternative styles of making policy nor a firm realization that megapolicies ought to guide policy analysis, no evidence can be shown that even in an implicit way these procedures were anticipated. The sorry conclusion must be drawn that the writing of The School Act, 1970, proceeded without any of the concerns addresssed in the literature under the general heading of "megapolicies" being met in any but an inccidental way.

Metapolicy is policy on how to make policy. Activities in the Department of Education prior to December 19, 1968 and the meeting of the Committee on Legislation and Regulations held that day represent activities associated with rewriting the Act that could be classed as metapolicy-type activities. During the six months preceding the December 19th meeting of the Committee on Legislation and Regulations, decisions were taken by the Minister of Education and departmental officials respecting the way in which the Act would be rewritten. From examination of the documents referred to in Chapter 5 it is evident that there was no accent on policy and policymaking at this time. The accounts which are available and reported in this study seem to indicate that the initial plan was to accomplish essentially a housekeeping job in removing redundant sections from the Act. As time developed and because of the particular interests of the Alberta School Trustees' Association, the terms of reference were expanded by the Committee

to include a complete rewriting instead of a simple revision of the
Act. But again, this was seen as a structuring of basic regulations
under which schools should operate and not as a policymaking activity
in the terms now employed by writers in the field. Had the knowledge
now available in the policy sciences been employed by the Committee,
it seems probable that the structures which developed for making changes
in the Act and the Act itself which now is seen as an expression of
underlying government policy may have been quite different.

Realization strategy is the fourth dimension of the policy
sciences discussed in this study. Because the School Act was proclaimed
for implementation on August 1, 1970 it achieved significant impact
on reality immediately. The Committee for Rewriting the School Act,
however, did not address itself in any definitive way to the effects
which the Act would have upon proclamation except in the intuitive sense
with which the other dimensions of policy sciences may have been employed.
The observations made with respect to metapolicy applies equally well
to realization strategies. Had there been a sensitivity on the part
of the Committee or the government to ways by which the new policies
would impact reality, the antagonism-producing approaches made by the
Committee and the negative actions engendered in reference groups by
that activity could perhaps have been ameliorated.

Chapter 4 examines the concept of policy identification which
is developed in this study. This concept is applied in that chapter
to the policies which seem to have been implied in the writing of the
Act itself. It can be logically argued that the process of policy iden-
tification might well have preceded the steps which the Committee took
in writing the Act. Had there been an earnest attempt to identify

the policies implicit in The School Act, 1955, and practices associated
with the operation of schools in 1968 and 69, there would likely have
been more direct attention paid to those policy issues in writing the
new legislation. As it was, policy issues were examined but not from
the standpoint of overarching, broad goals of government. Instead
they were seen as a series of discrete but interrelated problems which
could be resolved through writing legislation, an activity which according
to the literature probably could have followed decisions about general
educational poli███████ identification, it is argued, is the logical
first step towar██████████ change of the magnitude represented
by the rewri██████████ School Act.

The problem upon which this study was based can be further
explored in a general way by examining the discussion of prospective
policymaking contained in Chapter 2 in relation to the activities of
the Committee for Rewriting the School Act. The procedure labelled
meta-goal setting is an application of the concept of megapolicy which
has been explicated in the foregoing discussion of the policy sciences.
As applied to making policy prospectively, the purpose of meta-goal
setting is to set the goals of the goals of the organization. It ad-
dresses itself to the broad overarching goals that an organization
is presumed to have. As noted in the discussion of the policy sciences
above, the absence of a specific frame of reference for rewriting the
School Act illustrates that there had been no meta-goal setting activity
in relation to the proposed new Act prior to implementation of the
project. It was probably an implicit realization of the omission of
this important phase in policy-making that prompted the February 10,
1969 editorial in the Edmonton Journal calling upon the government

to formulate a consistent philosophy of education prior to making any attempt to rewrite the Act. It would seem that subsequent denunciation of the project may have been based upon this implicit realization. It may have been wise to "process values" (Dror, 1968:164) by examining different raw values and formulating goals consistent with those which government seemed to prefer. Had rational attempts to ensure internal consistency among values accepted been undertaken, it is less likely that basic value conflicts would have been so evident. Little effort was made to establish a priority of preferred values, a difficult activity which if it had been attempted may have prevented some of the animosity which the Committee engendered relative to minor issues such as those raised by the Library Association of Alberta and the Certified General Accountants Association of Alberta.

A discussion of meta-policymaking developed in relation to prospective policymaking raises similar concerns to those presented in examining the policy sciences. As related to this study it seems valid to suggest that the writing of The School Act was not preceded by attempts to design and manage the policymaking system nor in accordance with any overall principles and rules for policymaking. Such rules as were followed seemed simply to emerge during the process of rewriting the Act, a circumstance which typifies the incremental approach.

There was an element of processing reality (Dror, 1968) in rewriting the Act, for in suggesting certain changes there was a realization that the context within which the Act was being rewritten allowed certain modifications to take place. The balance in power between the interests of teachers and trustees with respect to collective bargaining seems to have been acceptable only because there was neither an over

supply nor an under supply of teachers at the time the Act was rewrit-
ten. It was only against this perception that the balance in power
was able to be shifted to the degree that it was. Some attempt was
made to conduct a needs assessment in the Committee where discussions
frequently brought out current conditions and preferred states were
explored. These needs assessment sessions did reveal problems which
then were solved in as rational a manner as the limited frame of refer-
ence of the Committee permitted. That so few problems emerged that
were not at least tentatively resolved, it can be argued, was perhaps
the result of intuitively following the basic principles of incremen-
talism.

The phases of policymaking discussed in Chapter 2 were not
known by the Committee. Consequently, resemblances between these phases
and the actual experience of writing The School Act are few in number.
Specifically, there was no attention paid by the Committee to allocation
of problems, resources and values nor in sub-allocation of the same.
The operational goals that guided the enterprise initially are contained
in the report to the Minister of Education dated January 9, 1969. Fur-
ther elaboration of goals and principles is contained in the Report
of the Committee for Rewriting the School Act, February 11, 1969. Examin-
ation of these statements, however, leads to the conclusion that the
Committee was more concerned with immediate activities rather than
with long range goal statements.

Phase 10 of the prospective policymaking model presented in
the study was not addressed in any way. There was no attempt to establish
a set of other significant values which would impinge upon the matters
under discussion in the rewriting of the Act. The result of this was
that the reactions of reference groups reported in the chronology was not

accurately anticipated.

It would seem that there were some attempts to implement the considerations discussed under Phase 11 of the policymaking model developed in Chapter 2. Alternative proposals were considered and "good" ones were proposed by each of the reference groups in deciding which of the sometimes opposing alternatives would be included in this draft. However, the Committee chairman, whose duty it was to actually write the draft legislation, seemed to follow an incremental approach or a satisficing one rather than attempting to conform to a standard of "goodness". It can probably be argued that rational techniques for deciding what course of action would be written were few and that reliance upon incrementalism and intuition predominated.

There was no attempt made in the rewriting of The School Act to generate the probable costs and benefits of any of the alternatives which were considered. Choice of alternatives was made primarily on the basis of hunch and intuition mixed with considerations of political feasibility such that the whole area of the rational approach to testing effects and alternatives was lost. That the pendulum swung too far to extrarational processes seems to be undisputed. Had the emphasis been on more rational approaches or even on the optimal approach advocated by Dror and reported in Chapter 2, the exercise would have taken considerably more time than in fact it did.

It must be concluded that Phase 13, comparing the predicted benefits and costs of the various alternatives and identifying the best ones, was again only approached intuitively. Never was the consideration of what would constitute the best solution to problems imposed upon the compromise process by which all controversial issues were eventually

decided.

Phase 14 deals again with evaluating benefits and costs of best alternatives. This was not pursued in writing the Act.

The inescapable conclusion must it seems be drawn that the participants in writing the School Act, 1970 appraoched their work in ways which only in few details resemble the conceptual frameworks now being advocated for public policymaking. It would seem that had the information contained in Chapter 2 been available and accepted by the Committee their work would have proceeded in much different directions requiring additional resources in terms of time, money, knowledge and personnel. One can only conjecture what differences in the Act may have occurred.

Sub-Problem 1

Sub-problem 1 poses a problem towards which analysis can now be directed. Does application of Dye's (1972) six models of public policymaking and Amara's (1972) framework to the writing of The School Act, 1970 provide insights into processes of policy formulation and identification? In answering the question, analysis of the work of the Committee for Rewriting the School Act will be undertaken from the viewpoint of each of the six models advanced by Dye. Following this, an amplification of the components of Amara's framework, which is an extension of the systems model will be presented.

The Elite Mass Model: Policy as Elite Preference

Certain of the assumptions underlying the elite mass model seem to pertain to groups associated with the writing of The School Act. The fact that the Alberta Teachers' Association was able to generate

sufficient pressure on government to accomplish certain of its demands would seem to indicate that the A.T.A. is a group which had power. As such, it can be classed as an elite. Certain outcomes of the rewriting process which are embodied in the revised Act do seem to represent goals to which the Alberta Teachers' Association had been striving. Inasmuch as legislative decisions can be interpreted to be manifestations of policy, it would seem that attainment of A.T.A. preferences in the legislation is in accord with the principle which is ascribed to the elite mass model whereby it is the values of elites, not those of the general public, that determine the course of public policy. That these changes were generally incremental rather than revolutionary is further witness to the existence of an elite on the part of the Alberta Teachers' Association.

The Alberta School Trustees' Association can likewise be thought of as an elite. Certainly there were issues such as the assurance that regional bargaining units could be established despite the objections of the Alberta Teachers' Association that illustrate elitist principles at work.

There is perhaps one other area in which it may be argued that the rewriting of the Act was in fact conducted at least in part under the elite model of policymaking. In conferences conducted in the period during which the School Act was being rewritten, it was noted by a number of the participants that essentially the same people attended every conference, whether it was called by the Alberta Teachers' Association, The Alberta School Trustees' Association, the Alberta Federation of Home and School Associations, the Department of Education or the Commission on Educational Planning. The question arises as to whether or not this

significant overlap of persons represents an elite in the organizational

establishment whose input was valued more highly than those of other

citizens in the province, despite the fact that wide participation in

the enterprise was invited. With respect to the elite model, therefore,

one can perhaps infer th principles enunciated in connection with

that model were operative to some degree at least in the writing of

the Alberta School Act, 1970.

The Group Model: Policy as Group Equilibrium

There is some evidence that interest groups other than those

that participated on the Committee did have an impact upon the writing

of the Act. The Certified General Accountants Association of Alberta,

the Library Association of Alberta and the Council for Exceptional Children

represent groups that made demands which were acted upon by government.

In some instances the demands made by the group were in opposition to

those being advocated by the major participants in the rewriting experience

and the process of achieving equilibrium among all groups was one of

the tasks that Committee members faced. The stance taken by the chairman

of the Committee with respect to policy issues on which there was not

agreement whereby he attempted to structure policy which was midway

between opposing preferences is a manifestation of an attempt to achieve

group equilibrium. Thus it would seem that there were at least some

elements of the group model operating in the writing of The School Act,

1970.

The Rational Model: Policy as Efficient Goal Achievement

If the goal of rewriting The School Act was from the beginning

as stated by Byrne to the 1970 C.E.A. Convention and if those goals were

in fact realized, one might assume that the process to some degree was

a manifestation of the rational method of making policy. Byrne saw

the purpose of rewriting the Act in five distinct goal-like statements

(Byrne, 1970). At the conclusion of the project it was evident that

many of the sections of The School Act that had been developed in re-

sponse to specific issues over the years had in fact been eliminated

through consolidation, transfers of responsibilities and withdrawals.

Many would agree that clarity of the Act was improved by removing many

wordy legalistic sections. Apart from Section 119 which limited boards'

opportunities to levy supplementary requisitions as freely as in the

past, it seems that there was an increase in local autonomy. Certainly

a greater number of decisions affecting local school operations were

committed to the negotiating process between the boards and their staffs

than had been the case previously. Realization of these goals then

can be assumed to be a manifestation of the rational approach to making

policy.

There is a limit however to the extent to which one can say

that the process was rational. There was not an examination of a great

many possible alternatives to policy issues and certainly not all possible

alternatives were known. Projections of costs of various policy alternatives

were not made in terms of social, political and economic values. In

fact, little attention was paid to values at all. Application of the

rational model was at best minimal in the process of rewriting the School

Act.

Incrementalism: Policy as Variations of the Past

Perhaps the model that best describes what happened in the

rewriting of the School Act is the incremental model. The policy issues

which were addressed and the sections of the Act which emerged were

essentially variations on the past. The initial suggestions for re-

vision of The School Act presented by Mr. Wetter can be categorized

as incremental alterations to existing patterns. Thus it would seem

that the intended approach was to follow an incremental model in the

project. After the Committee had given some consideration to its mode

of operation and gained the approval of the Minister of Education to

"rewrite" rather than "revise" the Act, there was a feeling among members

of the Committee that creative innovations in the legal structure of,

the school system might well emerge. Examination of the product however,

forces one to the conclusion that despite initial resolves, the incremental

approach predominated. An example of abandonment of a revolutionary

proposal is seen in the suggestions that were made concerning public

libraries and-community recreational services. The Committee felt

that it might be well to allow greater school board participation in

the areas of public libraries and provision of community recreational

services. However, outcry from the Library Association and certain

community recreational groups was strongly sustained until those particular

proposals were withdrawn by government. This is consistent with the

incremental model whereby change is permitted, but at a deliberately

slow pace. Satisficing characterized many of the policies that were

structured into the new Act. With the emphasis on intuitive and perhaps

historical processes which seemed to have been employed, conformation

for the view that it was the incremental model which best fits that

which actually did occur seems to be supplied.

Many of the reasons given by Dye for the popularity of the

incremental approach are seen in the experience of rewriting the School

Act. Because the time line was short, financial and personnel resources were in short supply and the knowledge of public policymaking models was largely non-existant, investigation of all alternatives to existing policy was not carried out. There was tacit acceptance of the legitimacy of many of the implicit policies which characterized earlier school legislation and such changes as did occur can be labelled as extensions of those existing policies. It can probably also be argued that one reason for the acceptance of these minor alterations was the uncertainty that Committee members and other reference groups felt when adoption of totally different ideas was suggested. It would seem to be true that the heavy material, human and structural investments in the existing school system under the existing School Act did tend to preclude radical changes. In addition, there were very few if any, radical, changes proposed for incorporation in the Act. Those that were suggested such as changes in the basic structuring of separate school systems were not found to be politically or legally feasible. It would seem to be true that the Act which emerged was judged to be politically expedient. The fact that there was little questioning of the Act itself in the Legislature and that there was virtually no opposition to the proposals that were put forward by members of the Opposition illustrates that the Bill contained proposals which were politically safe. The Act did tend to cause little conflict, to maintain stability and to preserve the existing system under which education was operating. It can be assumed that the drafters of the Act together with the Legislature which passed it acted as a pragmatic man in that they did not search for the one best way but tended to grasp quickly for the way that would work.

Institutionalism: Policy as Institutional Activity

The institutional model as described by Dye was only marginally applicable to the experience of rewriting The School Act. Certainly the institutions of government represented by the Department of Education, the Department of the Attorney General and their respective branches had significant impact on the final product. Within the Department of Education there were branches that had certain of their functions changed in the rewriting process. The work of the School Buildings Board and Branch and the Registrar's office with respect to certain matters concerning certification of teachers was altered by the rewriting process. Nevertheless, because of the pressures which were experienced from outside the Department of Education and other institutions of government, it can probably be stated that the institutional model is not particularly applicable to the actual experience of rewriting the Act. On the other hand, had the Department of Education not been active on the Committee or had the chairman been other than an employee of the Department of Education, the applicability of the institutional model would be even less significant than it now appears to have been.

The Systems Approach: Policy as System Output

The writing of The School Act was not fashioned on a comprehensive systems model. However, some elements of the systems approach were operative. Intuitively, inputs from within the system, reports of feedback and environmental forces were considered but no attempt was made to array relative strengths nor to extract meaningful data from them in any organized way. The receipt of letters, briefs and other submissions was intuitively seen as the way in which material for

inclusion in the Act might be gathered but thinking of it in terms of

systems analysis was not characteristic of the Committee's approach

to the task. Projection of consequences was intuitive and the total

effort probably suffered from the random way in which the whole was

produced.

The policies which can now be derived from The School Act

in a retrospective sense may have been derived in a more rational manner

and may have been different had the Committee examined the policies

in the former Act after they had been extracted retrospectively. It

can probably be inferred that if the processes of writing the Act were

to be repeated, there could be significant gains made if the project

were considered in a systems approach such that implicit policy extant

in the Department and in education generally throughout the province

were derived retrospectively and then enunciated specifically so that

the new policy could be analyzed and written according to the systems

model in the best prospective sense. The failure of the Committee to

recognize these needs is probably responsible for some of the continuing

policy-issue conflicts that characterize relationships between the major

participant groups in education in the province at the present time.

Against the background presented above, one is brought to

the realization that elements of many models of public policymaking

but that no specific model was operative in the rewriting of The School

Act. Dye's comment that "most public policies are a combination of

rational planning, incrementalism, group activity, elite preferences,

systematic forces and institutional influences" is certainly illustrated

in the Alberta experience in 1969-70 (Dye, 1972:Preface). This statement

seems to suggest that there is merit to the consideration of each of

the models as being components of a larger scheme for viewing the policy-making phenomena. The suggestion made in this study that the systems model will accommodate such a view will perhaps provide corroboration for Dye's statement. Therefore, the synthesis of models presented in Chapter 2 seems to accommodate the applicable portions of each of the models discussed in this chapter to the experience of rewriting the School Act. Those portions of the group model, institutional model and elite mass model which were identified above as being in some way applicable to the rewriting of The School Act are illustrations of various locations within certain structures of the overall systems model that perhaps was operative. On the other dimension of the combined model wherein the functioning of the system is considered, those elements of rationalism which were applicable to the Act and elements of incrementalism can be thought of as being significant. Thus it would seem that a view of the systems model which incorporates all of the dimensions discussed in each of the other five models is capable of explaining the overlap in approaches which is evident when each model is considered separately.

Amara Framework

One of the aspects of sub-problem 1 is to direct attention toward application of Amara's framework to the writing of The School Act, 1970. This framework conceptualizes in a systems' way certain elements which can contribute to effective policymaking. It provides particular insight into the processes used in writing The School Act, 1970 in that it shows many of the elements of a functioning system that were not directly employed in the rewriting activity.

Examination of the framework against the background provided

in Chapter 5 seems to indicate that the activities associated with the

writing of The School Act were, according to Amara primarily societal

processes. They were influenced by external societal events and by

internal societal events almost exclusively. During the rewriting itself

some societal indicators seem to have been present, particularly in

the form of reactions to drafts that were received continuously. Meetings

that were held including the Minister's conferences, A.S.T.A. Annual

Meeting, Emergent Representative Assembly of the A.T.A. and others,

seem to be evidences that societal indicators were recognized in making

modifications to drafts. Activities of the Committee when reacted to

outside of the Committee caused modification of viewpoints taken. This

is a manifestation of internal societal events in the Amara phraseology

in action.

The major contribution of the Amara framework, however, is

to clearly indicate that the entire left hand side of his diagram con-

sisting of external inputs to strategy formation, viz., values, goals,

attainments and strategies including policies, plans and programs were

not considered and hence did not impact the activities of the Committee

to any great extent. Had the activities of the Committee been a result

of prospective policy as described in this study, it would have been

impossible to ignore values, goals, attainments and strategies. Had

the policy identification activity discussed in Chapter 4 been in operation,

there would have been a feedback mechanism operating between societal

processes and strategies, that missing feedback arrow from the Amara

framework, but the account written in this study indicates that to a

very large degree the significant pre-legislative activities in the

policymaking field were not operative.

In direct answer to the problem posed in Sub-problem 1, does application of Dye's (1972) Six Models of Public Policymaking and Amara's (1972) Framework to the Writing of the School Act, 1870 provide insights into processes of policy formulation and identification, the answer must be yes. Had study of Dye's models or the foundation work which led to his formulation been considered by the Committee it is likely that attention would have been paid to global issues in a policy sense to a much greater degree than Chapter 5 reports. Examination of Dye's models and the Amara Framework has enabled development of two basic processes that characterize effective policymaking activity, namely, prospective policy development and policy discovery or identification Had these prospective and retroprospective processes been understood at the outset of the writing of the Act, it seems reasonable to assume that application of the principles developed under those modes of policymaking and identification would probably have had significant impact on the output.

Sub-problem 1(a) addresses itself to a discussion of the five major policy issues that can be identified in the Act. Chapter 4 of this study reports identification of five policies and describes the way in which those policies were identified retrospectively. Sub-problem 1(b) asks how the policies associated with the five issues were formulated and derived. In this study the methods described for policy identification were employed. In writing the Act, however, it is evident that policies were not specifically identified or formulated. The Committee, working in an activity orientation rather than in a policy development mode, addressed the question of legislation directly and evolved legislative statements from which policy can now be inferred. Again, it must be noted

that had the process of policy identification and prospective policymaking been known, development of sections of the Act would probably have proceeded prospectively, making the retroprospective analysis attempted in this study less relevant.

By way of restatement, the policy identification activity undertaken in this study disclosed general agreement among the participants chosen to perform the policy identification activity on three policy issues. These were the comprehensibility of the Act, the accent on local autonomy and reliance on the negotiation process for resolution of many local relationship problems between boards and their employees. It would seem that the policies which were implicit in the minds of the participants on the Committee and the other policy makers who adjudicated their work that these three general policy issues were addressed in writing the Act. The Act seems to be much more easily understood in its current form than was the predecessor Act. That the opportunity for local autonomy exists in areas that were not as open before is demonstrated in sections dealing with broad board powers, such as Section 65 of the Act. The opportunity to negotiate without restriction within the Act itself seems to be greater than it was under the 1955 legislation.

The other two policy areas on which there was not full agreement among the members of the group participating in the policy identification activity were the emphasis on individual rights and preservation of separate school legislation. Both of these issues deal substantively with human rights which was and is a policy concern with respect to school legislation in Alberta. Again it can be noted that had distinctive policy statements been available to the Committee, the results of the legislative process may have been different than they were. Because

the activity was primarily incremental in its orientation toward human rights matters, few if any changes occurred in this area. If, however, a policy direction had been taken by government such that longstanding constitutional guarantees were compared with and an attempt made to reconcile newer human rights legislation and the Bill of Rights, the output may have been quite different. Nevertheless it would seem that had the perspectives from the conceptualizations reported in this study been available to the Committee, policy statements would have preceded legislative enactment, a condition which still does not exist.

Sub-Problem 2

Sub-problem 2 asks the question does application of Lasswell's construct of contextual mapping to the policymaking process that characterized the writing of the School Act, 1970 provide useful insights for policymakers. An examination of the contextual map which was reported in the latter part of Chapter 5 leads to an intuitive judgment that insights were gained by using the Lasswell model. Elements of the contextual map will be briefly reviewed as the supplementary questions under sub-problem 2 are examined.

Sub-problem 2(a) asks the question, who were the effective participants influencing the writing that identified major issues. Reference to Chapter 5 indicates that the effective participants were the Alberta School Trustees' Association, the Alberta Teachers' Association, The Alberta Catholic School Trustees' Association, the Alberta Federation of Home and School Associations, representatives of the University of Alberta, the Department of Education, the Committee for Rewriting the School Act itself, the Department of the Attorney-General, the Legislature

and selected segments of the general public. Those effective participants who identified major issues were the individuals who served on the Committee for Rewriting the School Act together with individuals in the organizations which were represented and with whom Committee members, clarified viewpoints. In retrospect, it can be stated that the five major issues that were addressed by these effective participants were those which were identified in Chapter 4.

Sub-problem 2(b) asks what goals were held by the participants. This question is much more complex than the one above because there are no specific goal statements available concerning goals of effective participants and few goal-like statements from which goals can be inferred. Upon reviewing the case study presented herein, one can conclude that there was a certain degree of unanimity of purpose among the participants. Initially there seemed to be a uniform desire that the Act be rewritten and that it be more comprehensible, concise and relevant. Most of the participants agreed that the writing should be accomplished as quickly as possible but definitions of how much time would be required varied with the groups as the project progressed. With respect to powers of school boards and conditions under which teachers' contracts would exist, goals of the Alberta School Trustees' Association, and the Alberta Teachers' Association were known and were, on some issues, diametrically opposed to each other. This led to a goal on the part of the Department of Education representatives to find some mid-ground or least-bad compromise position that would generate the least amount of hostility upon enactment. The goal of the Alberta Catholic School Trustees' Association seemed to be to maintain current structures and gain additional jurisdictional

and financial freedom for separate school boards. The stated goal of
the Alberta Federation of Home and School Associations was to gain more
power for the organization and also champion the rights of parents in
relation to school matters, a position which was shared to a large extent
by the Alberta Catholic School Trustees' Association. All of these
goals however were largely implied. Had they been made more specific
it is likely that the dimensions of the problem may have been better
understood by the Committee and attempts to reconcile differences may
have taken different directions.

Sub-problem 2(c) concerns itself with perspectives held by
the participants. These are discussed in some detail in Chapter 5.
Again it might be noted that had specific perspectives been catalogued
and compared, approaches to gaining consensus may have been altered.

Certain situational factors seemed to modify the perspectives
of some of the participants during the course of the writing of the
Act. These are discussed in the contextual map presented in Chapter
5 but the interrelationship of situational factors upon the various
groups leads to certain conclusions. The fact that the teacher supply
was virtually in balance at the time of the writing of the Act whereas
there had been a shortage of teachers a few months before and a surplus
a few months afterwards, seems in retrospect to have been a most signifi-
cant factor. It seems certain that there would not have been as little
objection from the Alberta Teachers' Association to permit temporary
contracts between boards and teachers had there been a surplus of teachers
at the time the Act was written and as developed shortly thereafter.
Although a surplus had been forecast for years, the impact seems not to
have been accurately judged. This seems to have led to acceptance of

a condition that may not have been acceptable at another time.

Participation on the Committee for Rewriting the School Act by the Alberta Federation of Home and School Associations provided an arena that may have been influential in assuring a continuation of the existence of that body. As noted in Chapter 5, consideration had been given at an annual meeting to disbanding the organization but through participation on the Committee and conferences held in connection with the drafts of the Act, renewed purpose and interest was found which contributed much to the life of the organization. This regeneration of interest made the presentations of the Alberta Federation of Home and School Associations influential in such matters as parents' rights and fostering greater awareness of the needs of children with learning disabilities.

An account of the identifiable basic value positions held by the participants is developed in Chapter 5. Values associated with power, enlightenment, wealth, well-being, skill, affection, respect and rectitude were addressed in writing the Act. It would seem that power and enlightenment were the two issues that surfaced most frequently in the Committee and are the ones which are dealt with most specifically in the completed Act. As discussed in Chapter 5, each group seemed to be concerned with the power it would retain under the new legislation. Since an act of the legislature delegates authority or legitimated power, it is not surprising that this would be the prime focus of discussion in formulating new legislation. Because the School Act deals with basic educational opportunities for the youth of the province, the value of enlightenment was also addressed for it is in providing enlightenment to children that the purpose of schools may be found. Because many

people attend school for purposes of vocational preparation, the value
of wealth is also implied, but in writing the Act not as much attention
was paid to wealth, well-being, affection, respect and rectitude as
to the other values. Development of skill is one of the purposes for
which schools exist but in writing an Act to govern schools very little
attention was paid to values associated with skill development. The
power struggle between organizations then is the one which was foremost
in the activities of the Committee.

In attempting to answer the question of how value positions
influenced the writing, one immediately is forced to examine the
many confrontations that took place between organizations, members of
the Committee and the government. The entire exercise can be charac-
terized as a power struggle in which each group and individual attempted
to seek acceptance of personally held or group value positions. Tech-
niques used in the power struggle included submission of briefs, press
releases, publicity campaigns, emergency meetings, preparation of petitions,
letter-writing campaigns, lobbying with M.L.A.'s and cabinet members,
with presentations before the standing Committee of Public Affairs,
Agriculture, and Education as the climaxing activity. The result was
compromise. Where compromise was not possible, arbitrary decisions
by government and its employees attempted to ameliorate differences
such that the least-objectionable, pragmatic solution was presented
for enactment. The result was that in relation to certain aspects of
the legislation, particularly in the areas where confrontation was greatest,
none of the parties was entirely satisfied with the product.

Since social forces are closely related to values held, ex-
amination of those social forces which influenced the writing of the

Act provides a slightly different perspective from which to view the same substantive material. When values are defined as that which one feels in some ultimate sense he ought to do and social forces are viewed as value-laden energies that are held with sufficient conviction to institute actions, the relationship which is implied above can be better understood. The value held by each group to increase its power relative to all other groups seems to create a social force. Each group instigated as much action as it could muster with the resources at hand to influence the power struggle in the direction which it considered to be most favourable. There were, however, other social forces in the environment that made the exercise of naked force impossible. The basically conservative milieu in which Alberta education has proceeded for many years created a climate in which evolutionary rather than revolutionary changes could be made. The realities of limited amounts of public finance to support education in some respects limited discussion. The existence of the Worth Commission whose mandate was to provide conceptual alternatives for the shape of education in the future became a social force that limited innovative approaches in the Act itself. Knowledge that the Commission on Educational Planning would suggest alternatives however, became a social force that cemented the view that the document should be written in an open style, and thus be capable of accommodating many structures under very generalized legislative prescriptions. The protests of the late 60's among students and employees were other social forces of which the Committee was cognizant. Thus it must be realized that the writing of the Act occurred within a larger context wherein the environment supplied social forces that circumscribed Committee deliberation and focused attention to matters felt by the public at large to be the

most prevalent. The fact that the outcome of the Act has been as stable as it has been is perhaps the best evidence that these forces, while not recognized explicitly, intuitively governed the work of the Committee, thus tending to prevent excursions into irrationality and improbability which may have been more likely to occur had environmental social forces not been recognized.

Sub-problem 2(h) attempts to examine the strategies which were employed by the participants. The foregoing paragraphs have reviewed a number of the strategies which were employed as did the discussion in Chapter 5. It seems that each group represented on the Committee made conscious decision of the strategies that they would employ in influencing the writing of the Act. Certainly the Department of Education had a point of view and in giving to the chairman the responsibility to do the actual writing, a strategy decision was made which in its implementation may have been the factor that prevented stalemate. Both the Alberta Teachers' Association and The Alberta School Trustees' Association at different times, by attacking the time line on which the Act was being prepared, seemed deliberately to be attempting to slow down or stop developments which were taking place. The Alberta Catholic School Trustees' Association drew upon strategies designed to preserve and expand and in their public campaigns seemed most successful in generating effective controls on the Committee such that the majority view which was expressed in the first draft was not enacted. Each of the other groups seemed to examine its strategies relative to the writing of the Act with the result that rational, politically expedient, obstructionist and cooperative strategies were all at work.

Sub-problem 2(i) asks for an examination of how the varying strategies influenced the writing process. The foregoing paragraphs anticipate the problem but leave the conclusion to be drawn that alternate strategies may have produced alternate results.

Sub-problem 2(j) is concerned with the immediate outcomes of the writing process. The Committee produced a draft Act which was reacted to by numerous persons and groups throughout the province. The reactions were monitored by the Deputy Minister, the Minister of Education and the Education Committee of Caucus. The results were accommodated in a legal draft which was prepared in the offices of the Legislative Counsel. Eventually, Bill 35 was produced which again was subject to public scrutiny. Following extensive debate and review on the floor of the legislature, the Bill, with few modifications, became law. This was the major visible immediate outcome of the writing process. August 1, 1970 was set as the date of proclamation after which time certain changes in the conduct of school affairs in the province emerged.

In discussing outcomes in the process of social interaction Lasswell classifies outcomes as being either value-indulgent or value-deprivational for the participants. The analysis presented heretofore indicates that power was probably the most important value addressed in writing the new Act. It is however, rather ambiguous to ascertain whether or not the total effects of the new Act were either value-indulgent or deprivational to any of the groups. In fact, there seemed to be a balance of power operating such that gains which were perceived by one group were made at the expense of another, the whole being counterbalanced by relative gains and losses in some other area. In short, there does not seem to be a clear indication that any group

at the conclusion of the rewriting experience occupied an improved or worsened position with respect to the gross amounts of power retained.

Lasswell's model of the decision process distinguishes seven power outcomes, namely, intelligence, promotion, prescription, invocation, application, termination and appraisal. In the rewriting of the Act there certainly were some intelligence outcomes manifest. Much information was gathered, processed and disseminated as a result of the work of the Committee. Greater understanding with respect to each of the five major positions identified in the study and with all other aspects addressed in the Act was gained by each of the effective participants and major reference individuals. It can probably be argued that each of the participant groups contributed to outcomes in the category labelled promotion. In particular the Alberta School Trustees' Association, the Alberta Teachers' Association and the Alberta Catholic School Trustees' Association all seemed to add agitational intensity to dissemination in the public of their particular points of view. Each of these groups was active in promoting the value position that they espoused. Production of the Act itself can be seen as a power outcome associated with Lasswell's category entitled prescription. The Act itself was the promulgation of regulations by the Legislature which did prescribe ways in which schools would operate in the future. An invocation outcome is defined as an act which characterizes a concrete situation in terms of its conformity or non-conformity to prescription, that is, policy, juries and the courts. There is an aspect of invocation in the outcome of the writing of The School Act in that statements are contained in the Legislation which specify what the legal recourse will be if either non-performance of any provision of the Act or illegal

activity is conducted in implementing provisions. Similarly, the out-come labelled application was addressed in the transitional sections which provided for movement from the old to the new legislation. These sections also dealt with termination outcomes in that the product of the rewriting specifically dealt with those residual claims that would arise out of the transfer from the old to the new Act.

The final category of a power outcome, namely appraisal, which is characterized by the aggregate flow of decision according to the policy objectives of the body politic and identifies those who are casually or formally responsible for successes or failures was not directly addressed. Ultimate responsibility, however, seemed to continue to rest with the legislature of the province with a greater degree of accountability particularly in the area of management of local schools being transferred to school boards. The responsibility to appraise them would seem to fall on the local authorities in the first instance with residual responsibility for that appraisal resting with the Legislature, Cabinet and Department of Education as specifically delegated.

Sub-problem 2(k) asks the question, what effects did the out-comes of the writing process have on the new Act. This question can be answered by an examination of the interactions between participants that accompanied the writing of the Act. Interactions can be summarized in terms of value shaping and sharing and especially in terms of the priority of values, their accumulation, distribution, investment and enjoyment. The major participant groups during the writing attempted to effect a distribution of power in ways that would shape its eventual structure to the ends of the particular interest group. In areas such as financing schools, the interests of the Alberta School Trustees'

Association were the major factor in shaping the new legislation.

There seemed to be little interest on the part of the other interest groups, particularly the Alberta Teachers' Association, in interfering in any way with methods that were thought to be advantageous by the Alberta School Trustees' Association. In the area of teacher contracts and board power however, there is keen interest by both the Alberta Teachers' Association and the Alberta School Trustees' Association in sharing power values. The process whereby resolution of conflict was accommodated by compromise or midway positions was an evidence of this value sharing interaction that characterized the writing of the Act. Inasmuch as local school boards seemed to accumulate more power than they may have had before, primarily because departmental regulations were abandoned as the new Act was proclaimed, it can probably be argued that one of the results of the writing of the Act was that values were accumulated according to certain priorities held by interest groups. There was a certain redistribution of value positions as compromises were made. It can be argued that the Alberta Teachers' Association was prepared to give up certain idealized positions or in other words invest values, in return for the right to make what to them were significant gains or enjoy values in Lasswell's terminology.

Summing outcomes by attempting to determine cross value outcomes, net value outcomes, and net value changes becomes rather complex. From the statements with respect to outcome contained in Chapter 5, determination of net outcomes can only be done from the perspective of each organization. All groups seemed to feel that in certain particulars they did accomplish certain of their objectives. In other areas there was a sacrifice, in some cases imposed by decisions made

arbitrarily by government. Net value changes then indicate that a new

approach to equilibrium of power values seemed to be achieved although

subsequent attacks upon the results of the rewriting process indicate

that the balance is still at best more illusory than real. Minor changes

probably could tip the balance to renewed attempts at legislative

resolution of differences.

Before discussing immediate and future implications of the

writing of the School Act an examination of intellectual tasks from

the viewpoint developed in Chapter 2 will be provided.

Lasswell (1971), suggests that "problem-solving encompasses

five intellectual tasks. Five terms carry the appropriate connotations

or can acquire them readily: goal, trend, condition, projection,

alternative (Lasswell, 1971a:39)."

Quoting again from Lasswell:

> The categories imply principles of content and procedure. As
> guides to content they are reminders of questions worth raising
> in the consideration of any problem. As procedural principles,
> they imply the wisdom of performing the various tasks in an orderly
> manner. Since apart from its context no detail can be adequately
> understood, the five questions furnish an agenda for allowing the
> context to emerge at the focus of individual group attention. For
> example, a fundamental principle is that postulated goals are to
> be held tentatively until they have been disciplined by exposure
> to the consideration of trends, conditions, projections and altern-
> atives. The most productive procedure is to examine the whole
> problem by returning again and again to the separate tasks.

(Lasswell, 1971a:39)

In rewriting the School Act this approach to solving the pro-

blem of writing new legislation was not followed. It is difficult to

find any attempts on the part of any of the major participant groups

to clearly formulate a goal with respect to the project. The statement

of General Proposals for Revision of the School Act prepared by Mr. Wetter

approaches the matter of deficiencies in the former act and by implication

...gests the type of goals specified in the post-facto statement given by Dr. Byrne at the 1970, C.E.A. Convention. The statement of basic principles arrived at by the Committee in their initial meetings does not formally address goals but from them various goals can perhaps be inferred. The fact remains however, that a clear statement of goals did not emerge.

Trends were perceived intuitively but there was no attempt to find the extent to which past and recent events approximated preferred terminal states, for preferred terminal states were never specifically enunciated. In effect one might say that no exact needs assessment process wherein the "ought" was compared to the "is" was followed. There was no analysis of conditions; no attempt to determine the factors that had conditioned the direction and magnitude of trends. Some projection of consequences of the new legislation took place within each of the participant groups but within the committee there was no formalized attempt to reconcile the projections of the various groups other than to do it intuitively.

In the area of invention, evaluation, and selection of alternatives there was perhaps a greater correspondence between Lasswell's ideal method for solving problems and the activities of the Committee for Rewriting the School Act. With respect to specific problems numerous ideas were tested before the Committee and with the public until the preferred solution from the vantage point of the Minister eventually emerged. With respect to the major policy areas being discussed in this study however, a listing of alternatives showing differences and attempting to estimate the impact of each was not drawn up.

The conclusion that must be drawn from this section of the
study is that although many matters claimed the attention of the par-
ticipant groups and the Committee, there was not an organized method
of reconciling problems which in any way fits the model of problem-
solving advanced by Lasswell in his description of a contextual map.
Had a contextual map been drawn initially, and the elements of problem-
solving been directed to the matters under consideration at the time
that the Act was being rewritten, it is suggested that choices would
more likely have been made in the light of more information and more
alternatives would probably have emerged than in fact were considered
in the actual project.

A series of final observations respecting the role of a
participant observer in a policy analysis study seems to emerge.

Because the writer performed such a central function in the
rewriting of the School Act and continued to be employed with the
Department of Education during the conduct of this study, certain facts,
points of view and opinions held relative to sensitive issues such as
Separate Schools and teacher-board negotiations were not reported. To
do so, it is suggested, may have created pressures upon the writer, his
employer and certain referent groups that could have upset the delicate
balances achieved in writing the Act. The trade-offs which were accepted
during the rewriting period could have been upset by openly reviewing
every intimate facit of every argument. Consequently, the study dealt
"softly" with areas that during the writing of the Act had engendered
substantial controversy. The study failed to mention many other sensi-
tive areas, partly because they were specifically and intentionally
excluded in delimiting the study but also because the study was limited

to examination of only five policy areas, the selection of which certainly was influenced by the writer's charge to the participants in the policy identification activity.

It may be argued that these circumstances may have weakened the study. However, any responsible investigator, whether he was external to the events reported or intimately involved, as was the writer, would have been sensitive to areas of conflict and should therefore have avoided influencing the future through upsetting existing trade-offs. Since the study was not a history, it did not cover every event associated with the rewriting of the School Act but did include sufficient though incomplete historical narrative to enable analysis of the policymaking processes that were employed.

How can a participant observer maintain objectivity? How can one be sure that personal bias does not inordinately color the reporting of facts? These questions tend to suggest that the study may have lacked a degree of impartiality and may therefore have been less valid than if a non-participant observer had been the researcher. In this study this charge was refuted by suggesting that objectivity was maintained by reporting only events that are recorded in source documents. Other participants in the rewriting of the Act were asked to monitor the selection and reporting of policy areas and screen the writer's biases. Because these procedures were employed, a degree of immunity from accusations of non-objectivity is claimed.

Notwithstanding the foregoing caveats, certain strengths in the participant observer approach to policy analysis seem to be suggested. Because he was a participant in writing the Act, virtually all events known by any of the principals in the activity were personally

known by the researcher. Thus he was in a position to select and

report the prime issues as presented to the Committee, the government

and the major reference groups and individuals. When a non-participant

is reporting, establishing relevance of issues reported may be less

reliable because the research context may be removed from the central

concerns that characterized events at the time.

Another strength claimed for this approach is that it repre-

sents a systematic analysis of a policymaking activity by a person

possessing tacit knowledge of the subject matter. It thus fulfills

the need for a policy study from the viewpoint of a practitioner as

called for by both Dror and Dye.

Finally, the approach brings the benefits of systematic analysis

to the scene of policy generation and execution. Because of the analysis

undertaken by the writer, he is better equipped to judge the comparative

adequacy of ongoing and future policymaking processes being used by

his employer. Thus it should be expected that when this approach is

used the liklihood of practitioners being able to generate more comprehen-

sive policies that encompass expanding numbers of variables in our

increasingly complex society will be enhanced. In addition, it is

to be hoped that readers will find practical suggestions rooted in

sound conceptualizations that will affect policymaking. For these

reasons it is suggested that this approach is valuable and should be

considered central to policy studies.

Implications

Sub-problem 2(1) asks the question, what were the immediate

implications of the writing process (a) for the policy sciences, and

(b) for educational policymaking in Alberta. For the policy sciences, it seems apparent that the account of the rewriting is an historical representation of ways in which policy has been made when conceptual policymaking frameworks were not being considered. The primary accent seemed to be on product or output rather than process. Those processes which were described in the study show some semblance of order. In particular, it would seem that what may appear to have been a random selection of processes was closely related to the incremental model of making policy.

From these observations it may be implied that a tendancy perhaps exists when policy is made without reference to conceptual models for the incremental model to emerge. It would also seem reasonable to suggest that a prior decision to utilize the incremental model would lead to an expectation that improvement over its use implicitly could be experienced.

With specific reference to the rewriting of the School Act, the assertion has been made repeatedly in this chapter that if the models for public policymaking that have been described had been known and adopted, the processes used by the Committee may have been somewhat different and, by implication, improved. The study then is significant from the policy sciences viewpoint in that it serves to illustrate the advantages that analysis of an actual policymaking activity can have in drawing conclusions for improved ways of proceeding with similar projects.

Immediate implications for educational policymaking in Alberta can perhaps be thought of in terms of initial judgments that were and

can be made for the adequacy of the product that emerged from the
Committee for Rewriting the School Act. Although no specific conceptual
model was followed in the development of the Act, the project proceeded
on the basis of accumulative experience drawn from the Department of
Education and participating groups. That the Act has endured with
as few amendments as have been passed in subsequent years is witness
to the general adequacy of the approaches that were used. This study
shows that many matters were in fact not addressed but serves also
to illustrate that the implicit following of the incremental model,
which seems best to describe what in fact took place, is workable.
This is not to say that continued reliance on incrementalism is suffi-
cient, but does imply that a certain degree of adequacy of product
seems to be achieved when the implicit considerations that were made
by the Committee are followed.

Sub-problem 2(m) was concerned with future implications of
the study. Relative to the policy sciences, the implication seems
clear that policy identification is an integral part of the policy
sciences. As discussed in Chapter 2, the first step to analyzing im-
pacts of policy change is to clearly identify those implicit policies
that in fact guide the operations of the organization. Only after
this has been done can an observer begin the processes that are commonly
ascribed to the field of policy sciences. In that event, prospective
policy development can proceed with the knowledge that current patterns
of activity will have been translated into more formalized policy state-
ments. When this has occurred, generation of new policies tends to
run less risk of being nullified by ongoing activities that may not
have been established as the result of formal policymaking but which

are so ingrained in operations that change becomes at best problemat-

ical.

Insight gained into the many omissions from what policy

scientists consider to be adequate policymaking that characterized

the writing of the School Act suggests that future legislative action

be preceded by activity more congruent with the models presented in

this study. The implication that greater knowledge in and of the policy

sciences can contribute to more thorough determination of policy issues

in the future seems to emerge.

This study seems to suggest that the systems approach as repre-

sented by Amara, the contextual mapping concept developed by Lasswell,

and the synthesis of models under the systems framework developed in

Chapter 2 have relevance both as analytical tools and directives for

future action in the field of educational policymaking. It would seem

to be useful to suggest that more effort be expended in acquainting

government officials with these concepts in the hope that wider under-

standing of the conceptualizations mentioned will have significant

impacts on future policymaking activities.

This study has additional relevance for policymakers in

Alberta. Should the Department undertake to construct a contextual

map of the social environment in which public education operates in

the province, there would be on record the basis on which many policy

decisions could be made. Constructing such a contextual map would

be expensive but may prove to be beneficial if policymaking in education

is improved as a result. Another implication of the study for policy-

making in Alberta is the accent on prospective policymaking that the

study explicates. Significant improvement in current operations could

result if the steps toward improved prospective policymaking that are described were to be operationalized.

Looking at the implications that have been drawn from the study, the concept of a specific structure within the Department of Education and possibly within the Government where the mandate would be to serve diverse policy needs of government generally seems also to be implied. A structure has been developed in the nation of Israel that, if adapted to the Alberta scene, might offer improvements in government policy decisions that could prove to be worthwhile (Dror, 1971b).

Suggestions for Further Study

The analysis of an experience in writing legislation which is seen as a manifestation of emerging policy which this study reports suggests the need for additional studies to be undertaken which would further explore the relationships that may be in operation between actual policymaking processes being used and those processes which are suggested in the literature. Such replication using other case studies would provide conformation, modification, or refutation for the conclusions and implications with their attendant recommendations that can be extracted from this study. It would form additional data and information that could contribute toward refinement of the concepts of policy sciences that are central to this study. Should confirmation of the viewpoints expressed in this study be found through such additional studies, judgments about the relative merits of the recommendation that policymaking structures can be created to guide policymaking in education in Alberta would be facilitated.

BIBLIOGRAPHY

187.

BIBLIOGRAPHY

A. **Books and Articles**

Alberta School Trustees' Association
    1969   The Alberta School Trustee 39:3.

    1970   The Alberta School Trustee 40:1.

Alberta Teachers Association

    1970 - The A.T.A. Magazine. 50:3.

Amara, Roy C.
    1972   "Toward a Framework for National Goals and Policy
          Research." Policy Sciences. 3:60, 61.

Argyris, Chris
    1970 Intervention Theory and Method. Reading, Mass:.
       Addison Wesley.

Bauer, Raymond A.
    1968   "The Study of Policy Formation: An Introduction." In
          Raymond, A. Bauer and Kenneth J. Gergon (eds.). The Study of
          Policy Formation. New York: Free Press.

Bennis, Warren G.
    1966 "Changing Organizations." In William G. Scott, 1969.
          Organization Concepts and Analysis. Belmont, Calif.:
          Dickenson.

Berelson, B.
    1952   Content Analyis in Communication Research. New York:
          Free Press.

Bertalanffy, Ludwig von
    1968   "General Systems Theory." New York: John Braziller.

Best, John W.
    1970   Research in Education. Englewood Cliffs, N.J.:
          Prentice-Hall.

Byrne, Timothy, C.
    1970   "Politics and Planning." Education Canada. 10:4,
          pages 25-29.

Campbell, Roald F., John E. Corbally and John A Ramseyer
    1962   Introduction to Educational Administration. Boston:
          Allyn and Bacon.

Clelland, David J.
   1969   "Understanding Project Authority." In William G. Scott.
          Organization Concept and Analysis. Belmont, Calif:
          Dickenson

Coleman, James S.
   1972   "Problems of Conceptualization and Measurement in Studying
          Policy Impacts." In Austin Ranney. "Studying the Impacts
          of Public Policies." Social Science Research Council
          Items, 26:1.

Davies, Daniel and Henry M. Brickell
   1960   School Board Policies. 2:8. New London, Connecticut:
          Croft Educational Agencies.

Dror, Yehezkel
   1968   Public Policymaking Re-examined. Scranton, Pa: Chandler.

   1970   "Prolegomena to Policy Sciences." Policy Sciences 1:135-150.

   1971a Design for Policy Sciences. New York: American Elsevier.

   1971b Ventures in Policy Sciences. New York: American Elsevier.

Dye, Thomas R. and Harmon Zeigler
   1970   The Irony of Democracy. Belmont: Wadsworth.

Dye, Thomas R.
   1972   Understanding Public Policy. Englewood Cliffs. N.J.:
          Prentice-Hall.

Easton, David
   1957   "An Approach to the Analysis of Political Systems."
          World Politics. 9:383-400.

   1965   A Framework for Political Analysis. Englewood Cliffs:
          Prentice-Hall.

Enns, Frederick
   1963   The Legal Statues of the Canadian School Board. Toronto:
          Macmillan.

Erickson, Donald
   1962   "Do Schools Affect Student Values?" Administrators
          Notebook, XI:4.

Etzioni, Amitai
   1969   Readings on Modern Organization. Englewood Cliffs, N.J.:
          Prentice Hall.

Evenson, A.B. and Peter Heron
   1971   Final Guide for Writing Policies and Related Materials.
          Edmonton: Edmonton Public School Board.

Fairchild, Henry P.
    1962   Dictionary of Sociology. New York: Philosophical Library
         Publishers.

Fayol, Henri
    1949   General and Industrial Management. London: Pitman.

Friedrich, Carl J.
    1941   Constitutional Government and Democracy. Boston:
         Little, Brown.

Frymier, Jack R.
    1965   Fostering Educational Change. Columbus Ohio: Charles E.
         Merrill Publishing.

Government of the Province of Alberta
    1959   Report of the Royal Commission on Education - Alberta.
         Edmonton, Alberta: Queen's Printer.

    1969   The School Act (Office Consolidation). Chapter 297 of the
         Revised Statutes of Alberta, 1955 with Amendments up to
         and Including 1969. Edmonton: Queen's Printer.

    1970   The School Act, 1970. Edmonton: Queen's Printer.

Government of the United Kingdom
    1867   British North America Act, 1867. London: Queen's Printer.

Government of the Province of Ontario
    1968   Living and Learning: The Report of the Provincial Committee
         on Aims and Objectives of Education in the Schools of
         Ontario. Toronto: Department of Education.

Giddings, Franklin H.
    1922   The Journal of Social Forces, 1:1 p.3.

Graff, Orin B. and Calvin M. Street
    1957   "Developing a Value Framework for Educational Administration."
         In Roald F. Campbell and Russell T. Greg. Administrative
         Behaviour in Education. New York: Harper and Row.

Gulick, L. and L. Urwick (Eds.)
    1937   Papers on the Science of Administration. New York:
         Institute of Public Administration.

Hayes, Denis P. and James G. March
    1970   "Memorandum on the Normative Problem of University Governance."
         Unpublished paper presented to the Assembly on University Goals
         and Governance. California, March, 1970.

Jantsch, Erich
    1970   "From Forecasting and Planning to Policy Sciences."
         Policy Sciences, 1:31-47.

Kaplan, Abraham
    1964   The Conduct of Inquiry. San Francisco: Chandler.

Katz, Daniel and Robert L. Kahn
    1966   The Social Psychology of Organizations. New York:
          John Wiley.

Knezevich, Stephen J.
    1962   Administration of Public Education. New York: Harper & Row.

Kroll, Morton
    1962   "Hypothesis and Designs for the Study of Public Policies in the
          United States." Midwest Journal of Political Science, 6:4.

Lasswell, Harold D.
    1970   "The Emerging Conception of the Policy Sciences."
          Policy Sciences, 1:3-14.

    1971a A Pre-View of Policy Sciences. New York: American Elsevier.

    1971b "From Fragmentation to Configuration." Policy Sciences,
          2:439-446.

Latham, Earl
    1956   "The Group Basis of Politics in Henry Eulau, Samuel J.
          Eldersweld, and Morris Janowitz (eds.). Political Behaviour.
          New York: Free Press.

Lindbloom, Charles E.
    1959   "The Science of Muddling Through." Public Administration
          Review. 19:79-88.

Lowi, Theodore
    1970   "Decision Making vs. Policy Making: Toward an Antidote for
          Technocracy." Public Administration Review May/June, 1970:
          314-325.

Porter, John A.
    1965   The Vertical Mosaic. Toronto: University of Toronto Press.

Ranney, Austin
    1972   "Studying the Impacts of Public Policies." Social Science
          Research Council Items, 26:1.

Ross, Ralph, and Ernest Van Den Haag
    1957   The Fabric of Society. New York: Harcourt, Brace.

Rothwell, Charles E.
    1951   "Forward." In Daniel Lerner and Harold D. Lasswell. The
          Policy Sciences. Stanford: Stanford University Press.

Rudner, Richard S.
    1966   Philosophy of Social Science. Englewood Cliffs: Prentice-
            Hall.

Selltiz, Claire and Others
    1963   Research Methods in Social Relations. New York: Holt,
            Rinehart and Winston.

Selznick, Phillip
    1957   Leadership and Administration. New York: Harper & Row.

Sharkansky, Ira
    1970   Public Administration. Chicago: Markham.

Truman, David B.
    1951   The Governmental Process. New York: Knopf.

Worth, Walter N.
    1972   A Choice of Futures. Edmonton: Queen's Printer.

B. Materials in Alberta Department of Education Files

1. Newspaper articles contained in Volumes 1 and 2 of Selected
Articles from the Alberta Government Clipping Service, November, 1968
to July, 1970.

ATA News
    1969   4:5; 4:8.

Calgary Albertan
    1969   March 4; May 8; October 25; December 19.

    1970   January 3, 12, 20; March 4.

Calgary Herald
    1969   April 3, 8, 23, 24; May 2, 7, 8, 10; June 3; August 7, 21;
            November 4, 20; December 22.

    1970   January 15, 16; March 4.

Edmonton Journal
    1968   November 5.

    1969   January 21; February 7, 10; March 10, 11, 12, 26; April 1;
            May 7, 10; June 3; July 9.

Hanna Herald
    1970   January 21.

Lethbridge Herald
    1969   February 19; April 11.

Medicine Hat News
    1969   July 3.

    1970   January 9.

Red Deer Advocate
    1969   February 12.

St. Paul Journal
    1968   December 4.

Western Catholic Reporter
    1969   May 11.

    1970   April 26.

2. Briefs.

Alberta Catholic School Trustees' Association
    1969   Areas of Concern to the Alberta Catholic School Trustees.
            September, 1969.

Alberta Federation of Home and School Associations
    1969   Brief to the Committee Rewriting the School Act.   July 4,
            1969.

Alberta School Trustees' Association
    1969   A.S.T.A. Brief to the Minister of Education, June 8, 1969.

Alberta Teachers' Association
    1969   Preliminary Presentation by the A.T.A. to the Committee for
            Rewriting the School Act.   April 24, 1969.

Association of Private Schools and Colleges in Alberta
    1969   Brief to the Minister of Education on the Rewriting of the
            School Act.

Family Life Education Council of Edmonton
    1969   Brief to Hon. R. C. Clark, Minister of Education, March 31,
            1969.

Government of the Province of Alberta
    1970   School Act Hearing, Tape #88, Transcript of Briefs Presented
            to the Legislative Standing Committee on Public Affairs,
            Agriculture and Education.   March 3 and 4, 1970.   Includes
            briefs from:

            1. Edmonton Public School Board #7 -
            2. Certified General Accountants Association of Alberta.
            3. Edmonton Separate School Local #54, A.T.A.
            4. Calgary School Board #19.

5. Calgary City Council.
6. Vegreville Local #30, A.T.A.
7. Lac La Biche Local #65, A.T.A.
8. Alberta Christian Education Society.
9. Indian Association of Alberta.
10. Alberta Federation of Home and School Associations.
11. Calgary Roman Catholic Separate School District #1.
12. Strathcona Local #6, A.T.A.
13. Parkland Local #10, A.T.A.
14. Westlock Local #4, A.T.A.
15. Ponoka Local #50, A.T.A.
16. Calgary Public School Local #30, A.T.A.
17. Alberta Catholic School Trustees' Association.
18. North Central Convention Association, A.T.A.
19. Library Association of Alberta.
20. Edmonton Public Library Board.
21. Calgary Public Library Board.
22. Alberta School Trustees' Association.
23. Alberta Teachers' Association.
24. Council for Exceptional Children.
25. Edmonton Public School Local, A.T.A.
26. Rev. Jonas E. C. Shepherd.
27. Sturgeon Local #27, A.T.A.

3. Letters.

Letter from Dr. T. C. Byrne to Hon. R. Reierson
    1968   July 30.

Letter from Hon. R. Reierson to Dr. T. C. Byrne
    1968   July 31.

Letter from A. B. Wetter to Dr. T. C. Byrne
    1968   August 2.

Letter from Dr. T. C. Byrne to Dr. L. G. Hall, and A. B. Wetter
    1968   October 1.

Letter from Dr. L. G. Hall to Hon. R. Reierson
    1968   November 28.

Letter from Hon. R. C. Clark to Dr. T. C. Byrne
    1969   January 17.

Letters from B. L. Stringham
    1969   To Mr. A. B. Wetter, Dr. H. T. Sparby, Mr. W. G. Schmidt,
            Mr. R. D. Gruenwald, Mr. H. A. Doherty, and Mr. W. L.
            Hughes, January 23, 1969.

Letter from Hon. R. C. Clark to Mr. J. V. Murphy
    1969   January 30.

Letter from John V. Murphy to Hon R. C. Clark
    1969   February 6.

Letter from B. L. Stringham to S. T. Rusak
   1969   February 10.

Letter from Mrs. Lorna Haddow to Dr. T. C. Byrne
   1969   March 11.

Letter from Hon. R. C. Clark to Mrs. Lorna Haddow
   1969   April 3.

Letter from Ron Jackson to B. L. Stringham
   1969   June 4.

Letter from Rev. C. Kinderwater to B. L. Stringham
   1969,   June 18,

Letter from D. C. Elliott to W. E. Wood
   1969   October, 8.

Letter from W. E. Wood to T. C. Byrne.
   1969   October. 9.

Letter from I. J. Bates to B. L. Stringham
   1969   November 7.

Letter from D. E. Elliott to B. L. Stringham
   1970   February 11.

Letter from N. Flaig, Chairman, Council for Exceptional Children
   1970   to Hon. R. C. Clark.   February 25, 1970.

   4. Miscellaneous Materials.

Government of the Province of Alberta, Department of Education
   1968   Minutes of Committee on Legislation and Regulations.
          December 9, 1968.

   1969   Progress Report on Revision of The School Act, Submitted
          Hon. R. C. Clark, Minister of Education.

   1969   Reports of the Committee for Rewriting the School Act
          February 11, 1969.
          April 24, 1969/
          May 13, 1969.
          May 30, 1969.
          June 17, 1969.
          June 24, 1969.
          July 17, 18, 1969.
          July 29, 30, 1969.

   1969   Bulletin I. May 14, 1969.

   1969   Bulletin II. June 24, 1969.

1969   Committee Proposals for a New School Act, August 18, 1969.

1969   First Draft, The School Act. December 15, 1969.

1970   Bill 35. An Act Respecting Schools. First Reading.
       February 18, 1970.

Stringham, B. L.
   1970   Decisions Consequential to the Passing of Bill No. 35.
          Paper Delivered at June, 1970 Secretaries' Short Course
          and Trustees' Seminar, Banff, Alberta.

APPENDIX A

SAMPLE LETTER TO PARTICIPANTS IN THE

POLICY IDENTIFICATION ACTIVITY

197.

6608 - 92 A Avenue
Edmonton, Alberta
May 17, 1973

Dr. H. T. Sparby
7626 - 118 Street
Edmonton, Alberta

Dear Dr. Sparby:

My thesis committee has approved a proposal to conduct a
study entitled, "The School Act, 1970: A Case Study of Public Policy-
making in Education." As a part of the study, it is intended that five
major issues addressed by the Committee for Rewriting the School Act be
identified. Since you were closely associated with the rewriting of the
Act, your pespectives are most valid and your willingness to assist in
specifying policy issues is appreciated.

The definition of policy being used in the study is as follows:
a major guideline for future discretionary action. It is generalized,
philosophically based, and implies an intention and pattern for doing.
To make the concept more concrete, one might think of a policy statement
as an official communique from the Minister authorizing in broad terms
the directions and bounds of future actions about which his senior of-
ficials could exercise some discretion.

To identify five major policy areas addressed in the Act
then, the task can be focused by visualizing a directive from the
Minister which in general terms authorizes the directions to be taken
in writing the Act. As you may recall, there was in fact no such direc-
tive received by the Committee. This is not unusual, however, for policy
development in government often seems to follow an incremental approach,
arising out of ongoing practice more frequently than it is the result
of prior directional decisions.

To help you remember the issues, a memorandum to Dr. Byrne
from myself, dated October 2, 1969 is appended along with a portion of
Dr. Byrne's address to the 1970 C.E.A. Convention dealing with the poli-
tics of education. A copy of the School Act as it was proclaimed on
August 1, 1970 is also included with this material. From these sources
and your personal perceptions of the intent of the government in 1969-70,
it would be appreciated if you would attempt to write a directive ad-
dressing five of the major issues dealt with by the Committee, which if
it had in fact been written, would have been the policy statement
guiding the writing of the Act.

As a preliminary suggestion for possible areas to include,
the following might be of assistance. From my point of view I can
imagine that the Minister may have written something such as this:

To the Committee for Rewriting the School Act.

Write an Act which emphasizes:

A. Brevity, clarity, and generality - eliminate redundancy,
    contradiction, and anachronisms;

B. The rights of individuals by protecting rights to
    religious instruction and the language of instruction,
    allowing the right to appeal decisions, allowing all
    residents equal reights to vote and hold office, allow-
    ing citizens open access to the board, and protecting
    minority interests;

C. A balance between local autonomy and necessary govern-
    ment control, leaning toward local autonomy within
    necessary constraints;

D. The neogtiation process between teachers and boards for
    resolving decisions affecting local school operation; and,

E. Separate School integrity without jeopardizing the rights
    of persons who are and who are not mentioned in Section
    93 of the B.N.A. Act.

                    ....
                    The Minister

        Would you please rewrite, amend, or redraft the above, or
write an entirely different policy statement which identifies five
major policy issues and forward it to me as soon as possible. I will
consolidate results of all statements received and recycle them back
to you using a Delphi-like technique until general agreement on policy
areas seems to emerge.

        Thank you for your assistance.

                        Sincerely,

                    Bryant L. Stringham

APPENDIX B

MEMORANDUM FROM B. L. STRINGHAM TO

DR. BYRNE, OCTOBER 2, 1969

200.

B. L. Stringham, Chairman
Committee for the
Rewriting of the School Act

Dr. T. C. Byrne   October 2, 1969
Deputy Minister
of Education

       The Minister has suggested that some consultation should
precede public comment by Department personnel in forthcoming confer-
ences and speaking engagements regarding the proposed new School Act.

       Accordingly the following outline of topics has been pre-
pared which would, if they meet with official approval, become the
basis of presentations concerning the new legislation.

1. Need for a new Act.

    Historical, developmental composition of the existing Act. Requests
    by A.S.T.A., The Department of Education and others over several years.

2. Committee appointed January, 1969.

    B. L. Stringham - Chairman - Department of Education
    A. B. Wetter - Department of Education
    Dr. D. A. MacKay - University of Alberta replacing Dr. H. T. Sparby
    Dr. Gerrard - Alberta School Trustees' Association, also W. Schmidt
    R. D. Gruenwald - Alberta School Trustees' Association
    H. A. Doherty - Alberta Teachers' Association
    W. L. Hughes - Edmonton District Representative - A.T.A.
    S. T. Rusak - Alberta Catholic School Trustees' Association
    Dr. E. G. Mardon - Alberta Federation of Home and School Associations
    Les Young - Alberta School Trustees' Association Observer
    L. G. Hall - ex officio

3. Principles to guide the work of writing.

    The following were debated and accepted with certain reservations:

       From the Hall-Dennis report the opening statement was repre-
    sentative of the kind of philosophy preferred.

           "The underlying aim of education is to further man's
       unending search for truth. Once he possesses the means
       to truth, all else is within his grasp. Wisdom and
       understanding, sensitivity, compassion, and responsibility,
       as well as intellectual honesty and personal integrity,
       will be his guide in adolescence and his companion in
       maturity."

Points 1 and 2 of Article 26 of the Universal Declaration of Human
Rights of the United Nations were accepted:

"1. Everyone has the right to education. Education shall
be free, at least in the elementary and fundamental stages. Elemen-
tary education shall be compulsory. Technical and professional
education shall be made generally available and higher education shall
be equally accessible to all on the basis of merit."

"2. Education shall be directed to the full development of
the human personality and to the strengthening of respect for human
rights and fundamental freedoms. It shall promote understanding,
tolerance and friendships among all nations, social or religious
groups, and shall further the activities of the United Nations for
the maintenance of peace."

It was agreed that local control of schools is desirable if
"local" means locally elected officials in an economically sound,
administratively efficient, and educationally adequate district.

It was understood that Provincial Legislatures have legal
responsibility for education in the Province under the authority
granted the Province in the B.N.A. Act.

Acceptance of separate school legislation was indicated,
again in conformity with the provisions of the B.N.A. Act.

With the usual reservations with respect to federal control,
it was felt that federal participation in education is desirable.

It was agreed that responsible freedom of the individual is
to be maintained.

It was agreed that no single philosophic position as enun-
ciated by educational philosophers would be accepted wholly but that
an eclectic approach would be recognized, the elements of which will
be subject to continuous review.

It was felt that ideally provision should be made for the
legislative, executive and judicial functions of government at all
levels of school administration.

The pluralistic nature of Canadian society was recognized
and accepted.

The Committee proposed to produce a minimum document, re-
flecting permissive policies with a minimum of prescriptive sections
on the premise that the least legislation is the best legislation.
The draft would attempt to reflect current preferences but would
anticipate change in the future and thus de-emphasize or eliminate
certain restrictive provisions.

(

Considerable discussion took place respecting other and more controversial principles. Recognition of conflicting viewpoints among various interest groups has revealed areas where the current legislation, although not fully satisfactory will likely prevail on purely pragmatic grounds.

4. Approximately 100 briefs dealing with many aspects of legislation were received. Some were not germane to the work of the Committee because they dealt with curriculum and finance. They were referred to other committees.

5. Nature of preliminary drafts.

   Certain working papers received wide circulation. The committee proposals are substantially revised versions of first efforts.

6. Committee revisions.

   In 10 full day meetings.

   Where agreement existed, that policy was adopted.

   In some cases, the majority opinion prevailed.

   Where agreement and compromise seemed impossible, a chairman's decision was included to receive public evaluation.

7. Committee proposals issued August 18, 1969.

8. List of major changes attached.

9. Subsequent suggestions for change.

   (a) Reinstate use of Oaths of Office.
   (b) Provide for annual meetings.
   (c) Eliminate the study of potential economic and educational adequacy prior to establishment of a separate school.
   (d) Eliminate dissolution of a separate school when the supporters · thereof become the majority of all electors within the geographic boundaries of the district.
   (e) Introduce a section providing for the appointment of ad hoc advisory committees to boards.
   (f) Introduce the concept of a regional district.
   (g) Clarify section 95.
   (h) Provide for a one man Board of Reference.
   (i) Re-examine provisions dealing with:
       (i) instruction in the French language
       (ii) instruction in religion
       (iii) conveyance.

10. Summary of public reaction to date.

    Generally favourable.

Some thought by some separate school supporters that guaranteed rights to separate schools are endangered.

Strong support for elimination of special rights of proprietary electors.

Request for extensive legislation regarding children in need of special education.

Some private schools wish a change in status and grants.

Greater autonomy for city boards respecting buildings has been welcomed and challenged.

Compulsory local employment of superintendent is a sensitive issue.

Teacher-trustees supported and questioned.

Some wish to see legislated duties of teachers.

Sections on medical inspection of pupils is questioned.

School entering and leaving age is being questioned.

11. Procedures to be followed prior to opening of the Legislative Assembly.

Legislative Counsel is preparing a bill.

Public reaction is being appraised and recommendations for change are being considered by the Department.

Results of coming conferences may suggest other changes.

· Bill should be prepared by February 1st.

B. L. Stringham

BLS:gn
Att'd.

APPENDIX C

LIST OF MAJOR CHANGES IN LEGISLATION PROPOSED IN THE

REPORT OF THE COMMITTEE FOR REWRITING

THE SCHOOL ACT

MAJOR CHANGES

1. A new organization based on Municipal Government Act consisting of 8 Parts:

Part 1	Interpretation
Part 2	Formation, Alternation and Dissolution of Districts and Divisions
Part 3	The Board
Part 4	Powers and Duties of Boards and Employees
Part 5	Property
Part 6	Finance
Part 7	Pupils and Schools
Part 8	Legal Proceedings

2. Reduced the content considerably. Just as The Department of Education Act gives broad guidelines for the operation of the Department and lists general powers and duties of the Minister, so the new Act will establish general provisions under which the boards may regulate themselves.

3. Disestablishes divisional district boards and boards of a centralized school district.

4. Does not provide for establishment of consolidated districts or regional High School Districts.

5. Places all elections and polls under The Municipal Elections Act.

6. Enables all resident voters to vote on by-laws.

7. Changes procedural matters relative to establishment of separate school districts.

8. Allows the Minister to declare an Indian Reserve as a school district for purposes of representation on a board.

9. Eliminates repetition of provisions for different types of districts. Procedures are virtually uniform in all districts and divisions.

10. Removes appointment of O.T. from the Act. Plan to include O.T. in The Department of Education Act.

11. Provides for only 7 trustees in any district.

12. Trustees elected only every 3 years.

13. Qualification and disqualification of trustees made more uniform
    with Municipal counsellors.

14. Removes the taking of oaths of office.

15. Powers and duties of boards made very general -- much detail omitted.

16. Employment of Superintendent made mandatory.

17. Teacher -- board relations altered.
    Written or present contract.
    Retained rights to bargain under The Labour Act.
    Acting designations broadened.
    Termination of contract and designation made uniform.
    Probationary period extended.
    Tenure partially portable.
    Retain Board of Reference.
    New section on payment of teachers.
    Change substitute teacher section.
    Omit temporary teacher provision.
    Change suspension of teacher.

18. Power of Minister re: sites and buildings expanded.

19. Replaces School Buildings Act by Section. 112.

20. Enables greater use of relocatable schools.

21. Allows urban boards a measure of autonomy in building schools
    (remnant of Accredited School Districts Act).

22. Department involvement in buildings - ends at approval of tenders.
    Contracts are left to boards.

23. Debenture Borrowing sections conform to practice of Local
    Authorities Board.

24. Introduces a debenture register.

25. All surplus debenture funds must be used for capital projects.

26. Retains School Foundation Program Fund without alteration.

27. Eliminates most of the detail regarding the operation of schools
    and instruction.

28. Enables petitioners to demand a plebiscite on initiation or dis-
    continuance of French or religious instruction in any school in
    place of the current sections 42 and 391.

29. Changes provisions re: Patriotic Instruction and exemptions.

30. Eliminates specific reference to Kindergarten and Adult Education.

31. Enables legal work-experience programs to exist apart from the sufferance of the Board of Industrial Relations and the Workmens' Compensation Board.

32. Alters sections on conveyance and maintenance.

33. Changes sections on tuition fees.

34. Changes school year, days.

35. Redefines vacations and holidays.

36. Changes compulsory attendance to ages 6 - 15 years.

37. Eliminates 400 g.

38. Changes enforcement of compulsory attendance.

39. Places Chief Attendance Officer under The Department of Education Act.

40. Simplifies procedure in prosecuting violations of compulsory attendance laws.

41. Makes penalty sections general.

42. Increases amount of penalties.

43. Places community recreation and library services as permissive powers of the Board.

44. Eliminates Annual Meetings.

45. Suggests a general provision in The Department of Education Act to encompass all of present Grants Act.

46. Removes appeal by municipality to Local Authorities Board re: requisitions.

APPENDIX D

LETTER FROM L. G. YOUNG TO

B. L. STRINGHAM, JUNE 25, 1973

503 Legislative Building,
Edmonton, Alberta.
T5K 2B6

June 25, 1973

Mr. Bryant L. Stringham,
6608 - 92A Avenue,
Edmonton, Alberta.

Dear Bryant:

Attached please find the possible directive which you re-
quested of me some weeks' ago. My apologies for the delay in responding
to your request.

You will observe that I have departed somewhat from the out-
line which you proposed. My differences with your draft are predicated
on three matters. The first is my experience in the Legislature with
the nature of the authority which a Minister would normally delegate,
and the manner of that delegation. This may not be a fair experience
to apply, inasmuch as the Ministers of the present government may be
inclined to proceed slightly differently from those of the former.
Second, and least significant, is my preference for a slight difference
in wording. I doubt that it reflects any difference in terms of the
substance of the matters. Thirdly, with particular reference to sub-
stance, you will note that I have deliberately worded the instructions
as to indicate some definite limits with respect to the debate concern-
ing the right to separate schools, the Committee's responsibility with
respect to the financing of education, and also with respect to labour
relations. I am not sure that any Minister would draft such limitations,
but in fact, it was my belief that they were in existence, if unwritten.

The only other change of substance is the stress on the
educational opportunity and the right of students. I think a "politi-
cal" statement would definitely include such a reference.

This has been prepared rather hastily, and has not been
re-read since typing. In the event that you have questions because of
the poor grammatical construction, or for other reasons, feel free to
phone.

Yours very truly,

Les G. Young, M.L.A.
Edmonton - Jasper Place

LGY:mva
Enc.

SUGGESTED MINISTERIAL DIRECTIVE - PER BRYANT STRINGHAM REQUEST

To: The Committee for Re-Writing The School Act

Prepare a draft Act, having regard to the following:

(a) The desirability to simplify, update and modernize the existing School Act, while respecting the provisions of the British North America Act.

(b) The right of all students to an adequate educational opportunity; the nature and definition of that basic right, the responsibility of students, parents, school boards, teachers and the provincial government to fulfill that obligation.

(c) The traditional and accepted rights and privileges of individuals with particular reference to religious instruction, language of instruction, appeal of decisions, voting and enjoyment of office, access to school board and other decisions in the public interest, protection of minority interest.

(d) Present government policy, with respect particularly to labour relations and the financing of education.

(e) The implications for the organization and operation of an educational system, arising out of the evolution of our society. Among the major implications for consideration are those of the relative responsibility and authority for decision of educational agencies, institutions, and organizations; the possibility of more economic and efficient educational organization; the maximum opportunity for participation of students and parents. Of particular interest to the committee will be the relatively recent evolution in modern, educational facilities, services and techniques; the wide range in population served by individual schools and individual school districts, the progress in teacher education and preparation, the growth of professional school board administration, and the development of community resources which either supplement the educational opportunities, or bear directly on factors which influence the opportunity for learning.

APPENDIX E

LETTER FROM H. T. SPARBY TO

B. L. STRINGHAM, JUNE 5, 1973

212.

7268 - 118 Street
Edmonton, Alberta
June 5, 1973.

Dear Bryant:

　　　　I am sorry for the delay in replying to your letter of May 17,
but a number of unexpected events since your 'phone call have prevented
me until recently from giving your request the attention that it deserved.
Your thesis topic sounds very interesting, and I am happy to be of any
service that I can in furthering the study.

　　　　Needless to say I find myself a bit "rusty" on both the policies
and the procedures that we tried to follow in re-writing the School Act,
not only because it is four years since I was on the Committee, but also
because I have had no occasion to think about the matter since then.
However, the materials that you sent me with your letter were helpful in
bringing some of the ideas back again.

　　　　It seems to me that the "preliminary suggestion for possible
areas" given in your letter are very good--at least I find myself in
agreement with them--so the best that I have been able to do is attempt
some rewriting of these. Here is my draft:

A. COMPREHENSIBILITY OF ACT　The wording of the Act should
be both exact and concise. Eliminate from the present
Act all contradictions, anachronisms and obsolete pro-
visions.

B. INDIVIDUAL RIGHTS　Freedom with responsibility for indivi-
duals to make choices in appropriate areas should be
provided for; also the right to appeal unfavorable
decisions.

C. LOCAL CONTROL　The role of local school authorities should
be enhanced and clarified. Only essential Provincial
Government controls should be retained.

D. SCHOOL BOARD-EMPLOYEE NEGOTIATIONS　Areas for negotiation
between school boards and their employees should be expan-
ded, and negotiation procedures clarified.

E. SEPARATE SCHOOLS　Constitutional rights regarding separate
schools, as stated in The Alberta Act, 1905, should be
retained.

Best wishes for success in your study.

　　　　　　　　　　　　　　Yours sincerely,

　　　　　　　　　　　　　　H. T. Sparby

APPENDIX F

LETTER FROM T. C. BYRNE TO

B. L. STRINGHAM, MAY 29, 1973

May 29, 1973.

Mr. Bryant L. Stringham,
6608 - 92A Avenue,
Edmonton, Alberta.

Dear Bryant:

While not completely clear on my assignment, I have concluded
that I am to pretend to be the Minister and to prepare a memo to the
Deputy indicating the tasks to be undertaken with respect to the re-
vision of The School Act.

I cannot, at this time, improve on the statement of objectives
contained in the paper I delivered at the C.E.A. These are they:

1. To eliminate through consolidation, transfers of
responsibility, and withdrawals, many of the sections in The School
Act that had been developed in response to specific issues over a
period of years.

2. To rewrite legislation with a view to improving its
clarity by removing wordy legalistic sections.

3. To transfer many items of decision-making from the
rigidity of legislative enactment to the flexibility of local adminis-
tration.

4. To enhance the role of local school authorities through
more independence in decision-making.

5. To commit a greater number of decisions affecting local
school operation to the negotiating process between school boards and
their staff.

Yours sincerely,

T. C. Byrne,
President,

TCB/lb

APPENDIX G

PRESENTATION TO TRUSTEES SEMINAR AND

SECRETARIES' SHORT COURSE

BANFF, JUNE, 1970

216.

DECISIONS CONSEQUENTIAL TO THE PASSING OF BILL 35

The material that I shall present today is the result of discussions with many persons and boards over the past several months. Some of it was discussed in Edmonton at the Trustees Seminar. It has been the subject of debate at both Superintendent and Trustee Zone meetings and has been presented to a few individual boards. Nevertheless, the nature of the immediate decisions facing boards now that the Act is printed and proclaimed for August 1, makes this repetition seem desirable. Following the formal presentation, you may wish to discuss certain points raised in greater detail.

Copies of the Act will be sent to Secretary-Treasurers and Superintendents in the near future. Additional copies can now be secured from the Queen's Printer at a cost of $.70.

Two matters relative to the new Act have arisen recently that we should all be aware of. viz. a letter to Branch Bank Managers of a certain chartered Bank and the recently announced A.T.A. position respecting conditions of employment.

One bank has circulated its managers suggesting that borrowing for current purposes be cut off prior to August 1 on the grounds that changes in the new Act prevent boards from charging their revenues to secure borrowings. They also suggest that their legal advisors are doubtful that the Board of Trustees will have the power to make a promissory note.

The letter has been examined by managers of two rival banks who have suggested that if the bank in question does not wish to handle school acounts, they will be glad to obtain the additional business. May we suggest that you check with your bank to see if any threat to your borrowing power is anticipated. It is our opinion that the new Act is sufficiently clear about the boards' status as a corporation that no legal question of borrowing power can succeed. This does not mean, however, that unrestrained borrowing can proceed. Ministerial approval of current borrowings is not provided–so boards will have to maintain financial stability or credit may be restrained.

The A.T.A. has recently announced that they consider school opening date, school year, and several related matters to be conditions of employment. If boards agree to include all such matters in collective agreements, they will all in fact for that jurisdiction, be conditions of employment. But it must be recognized the contents of a collective agreement are arrived at by the process of collective bargaining and that in the opinion of the Board of Industrial Relations, certain matters which employees may wish to negotiate, may be considered as the employers' prerogative. Whatever the outcome of unilateral declarations by either boards or teachers may be it seems essential that consultation between parties must proceed if chaos is to be

avoided.

Local boards as of August 1 become Local Advisory Boards and
retain essentially the same power as at present. There is no need to
re-establish them - Section 175 does that automatically. But before
you proceed with establishment of new Local Advisory Boards, you will
want to become very familiar with Section 5. Under this section a
group of concerned citizens can obtain official access to the board
without the formality required to establish a local Advisory Board.
This may prove to be a useful way to deal with local interest groups.

Section 24 of the Act provides for the establishment of
Regional Districts. No longer are the purposes restricted to High
School - Vocational Services as they were in the existing Act.

Section 90 introduces a new type of committee which a board
may form to jointly construct and operate any venture with another
board, municipality or corporation. This may pave the way for board
cooperation with private developers in providing central city school
accommodation. One agreement under this section is now beginning to
be effective in the Bonnyville area.

Bill 104, An Act Respecting School Electio was passed with-
out amendment. There are a number of changes under this Act that will
ultimately affect all of us. Dates for elections, by 1974 will be
identical with those in municipalities. You will be able to conduct
elections using essentially the same voters' list and same returning
officer and clerks. The major difference is that proprietary electors
will have no special status for any school plebiscite or election but
all resident electors will be qualified to cast ballots on all school
matters. Forms to use with the new Act are now prepared and will
shortly be published in the Alberta Gazette.

Now, what other decisions need to be made at an early date?

As was discussed earlier, section 139 wherein the board shall
do certain things must be acted on in the near future or school will
not reopen.

(1) A board shall

(a) specify the school opening date,
(b) specify the number and the days of school operation,
(c) specify the length of the school day and the number
    of minutes of school operation, and
(d) specify the number of minutes of classroom instruc-
    tion and the number and length of recesses.

(2) A board shall specify the vacation periods in a school
    year but

(a) the minimum Christmas vacation shall extend from
    December 24 to January 2, inclusive, and

(b) there shall be provided one school vacation of at least four consecutive weeks' duration during a school year.

(3) A board in its discretion may declare one day a month to be a school holiday.

(4) A holiday declared by a municipality does not apply to a school within the municipality unless the board declares it to apply.

Both the A.S.T.A. and A.T.A. have given their advice in this matter:

Be careful to note the difference between vacations and holidays. Statutory holidays are listed in the interpretation Act and include-

(k) "holiday" includes

(i) every Sunday, New Year's Day, Good Friday, Easter Monday, and Victoria Day,
(ii) the birthday or the day fixed by proclamation for the celebration of the birthday of the reigning sovereign,
(iii) Dominion Day, Labour Day, Remembrance Day, and Christmas Day,
(iv) the 26th day of December or when such day falls on a Sunday or a Monday, then the 27th day of December,
(v) any day appointed by proclamation of the Governor General in Council or by proclamation of the Lieutenant Governor in Council for a public holiday or for a day of fast or thanksgiving or as a day of mourning, and
(vi) with reference to any particular part of the Province such day in each year as may by proclamation of the Lieutenant Governor in Council, be appointed as a public holiday for that part of the Province for the planting of forest or other trees;

Saturday is not a holiday, but when the board specifies the days of school operation, they need not specify Saturdays unless they wish to do so, and are willing to suffer the consequences of that action.

No "Easter Holiday" is specified other than Good Friday and Easter Monday. The board can declare the Tuesday following as a holiday if they have not declared any other day in that month as a holiday. The only way a board can effect an "Easter Holiday" then is to declare an "Easter vacation". In that case, the four days following Easter Monday are not counted as days of school operation as they would if those days were declared "holidays" instead of vacations.

Probably the most crucial decision that every board will now be

making from time to time is the selection of a Superintendent. Who will he be? Will you make him chief executive officer? Will you delegate power to him? What type of contract will you offer him? Will you hire a female superintendent?

I would refer you to continuing articles in the American School Board Journal to support the thesis that the most essential duty devolving upon trustees is in the selection of a superintendent. A wrong first choice will handicap your district immediately, even if it saves a few dollars for a few months and will seriously jeopardize the field from which subsequent selections can be made. The time and money spent on proper selection will be justified in the type of administration that will proceed under the superintendent you hire.

The next most pressing need, in my opinion, will be for sound decisions concerning the implementation of section 65(3)(d) wherein the board is required to make rules for the administration, management, and operation of schools, etc. Probably this whole Conference could be devoted to this important matter of policy formation. One board in the Province considers it of sufficient import that a special consultant has been retained to guide the board in this activity. Where a board formerly was able to drift with policies existent only in the minds of trustees, now they must be written and communicated. Each board must decide what policy is - they must define the term for themselves. Then they must decide how they will formulate the matters that they decided should be policy. Will this activity be delegated? Will research into existing literature be examined or will the matter be ignored? Should the board copy another boards procedure, or should the A.S.T.A. supply all the answers?

May I suggest that you consider for your definition of policy the statement attributed to Davies & Brickell, (whose work you may wish to read) that policy is a guide to discretionary action. This assumes that the board does delegate certain powers to employees, (notably the Superintendent) who are held responsible for the exercise of that power. It ascribes to the board a role wherein trustees consider principles, generalities, and directions of movement and leave administrative detail to employees. It militates against the common notion that a trustee individually represents one geographic area of the jurisdiction and assumes that all trustees are directors of the total enterprise, each as interested in every aspect of the operation as every other. In law a trustee only has power in concert with his confreres or as delegated by board motion. When he acts as an agent individually outside of the board, without board approval, he is acting without legal power and can seriously disrupt the flow of smooth policy making that should characterize board operation. The way in which this function is approached and executed will dictate the measure of success your board will achieve under its new freedom.

There is a whole catalogue of relatively minor decisions that are needed now. Some of them follow:

1. Have you made arrangements for bonding employees? The Department is out of the bonding business as of August 1.

2. Have you decided on policy with respect to non-certifi-
cated employees - Who, How many, What type of contracts,
etc.?

3. Have you checked your insurance coverage lately? Are you
fully covered if negligence is proven? Are all employees
fully covered for personal liability? .

4. Have you examined your changing position with respect to
collective bargaining? Do you know what you define as
terms and conditions of employment? How far are you
willing to go to prove your point?

5. Have you examined the status of all subsisting contracts?
Have you legally committed yourself to retaining vice
principals through the contracts now in effect?

Have you made committments to teachers in the past which
under the new Act become part of the teachers contract?

e.g., - guaranteed a teacherage or grade level.

What will you now do about the terms and conditions of
employment which formerly were in the General Regulations
of the Department of Education. These are not being
re-enacted so noon-hour supervision, extra-curricular
activities, etc., are no longer subject to Ministerial
regulations.

What form are new contracts taking?

Will you attempt to reintroduce a probationary year
through contracts?

What are the dangers (if any) if you do?

6. What will be your future policy regarding vice principals?

Are there alternative procedures that seem more reasonable
to you?

7. What will be the school entrance age?

You can admit students at any age but can only collect a
grant if they are 5 1/2 on September 1 of any year.

8. Are you sure how you will proceed to dismiss a teacher under
the new Act. An understanding of Section 78 and 79 is
essential. Section 79 must only be used when the board
has no proof that a teacher must be fired but must suspend
from duties pending investigation. This must not be used
if a decision has been made to fire or as a ruse to harass
a teacher. The grounds for such a suspension are clear.

79. (1) Where a board has reasonable grounds for believing that

    (a) a teacher has been guilty of gross misconduct neglect of duty or refusal or neglect to obey a lawful order of the board, or

    (b) the prescence of a teacher is detrimental to the well being of the school for reasons of mental infirmity, the board may suspend the teacher from performance of his duties.

(2) The board shall

    (a) give notice of the suspension in writing to the teacher specifying therein the reasons for the suspension, and

    (b) forward a copy of the notice of suspension together with a written statement of the facts alleged to the Minister.

(3) A teacher who is suspended by a board may appeal to the Minister within 10 days after receiving the notice of suspension.

(4) The Minister shall refer the appeal to the Board of Reference who shall

    (a) investigate the matter and confirm or reverse the decision of the board, and

    (b) inform the board and teacher of its decision within 10 days of the conclusion of its investigation.

(5) Where a teacher is suspended pursuant to subsection (1), clause (b) the Board of Reference may require the teacher to authorize the board to terminate the contract of employment of the teacher and upon so doing the board shall be deemed to have acted reasonably.

(6) If the teacher refuses or fails to produce a certificate pursuant to subsection (5) the Board of Reference may authorize the board to terminate the contract of employment of the teacher and upon so doing the board shall be deemed to have acted reasonably.

(7) Where the Board of Reference confirms the suspension the board may terminate the suspension or terminate the contract of employment of the teacher.

(8) Where the teacher does not appeal to the Minister, the board shall make an investigation of the circumstances and may reinstate the teacher.

(9) A teacher shall be paid his salary until his contract of employment is terminated in accordance with this Act.

When the board has reason to believe that the presence of the teacher is detrimental to the well being of the school for any other reason, firing the teacher under section 78 is the proper course of action. If section 79 is to be implemented, it must be realized that every teacher can appeal. It becomes the boards duty to be sure that the "reasonableness" of the board in dismissing the teacher ultimately can be proven. As a minimum it is suggested that an inspection with report to the teacher, a period in which adjustments can be made under supervision followed by another inspection and report precede every termination. Witnesses should be available. All communications should be documented. Under such circumstances, the reasonableness of the boards' action can probably be established before the Board of Reference or the Courts.

After the termination, an immediate suspension can also be effected if it is considered necessary.

10. What provision will the board make for enforcement of compulsory attendance? The power can be delegated to the boards' nominee.

11. Who will have power to effect emergency closure of the schools?

12. What tuition fees will be set?

What does "net average local cost per pupil" of maintaining the program mean in your district in terms of dollars?

Will the Minister, in case of a dispute agree with you or the other disputant?

13. Have you structured religious and patriotic exercises for your schools? Should teachers be consulted on this matter?

14. Will you initiate work experience programs immediately or delay this activity?

These are a few of the early decisions boards are now exploring. Others will become apparent as study of the Act continues. Forms and Regulations under the School Act, the School Election Act, and the Department of Education Act are nearing completion and will soon be published in the Alberta Gazette. Examination of these will generate more questions. The answers will be unique to each jurisdiction and in their diversity will begin the road to increased local autonomy that the whole thrust behind rewriting the School Act was designed to encourage.