

LEGISLATORS' REPORTED INFORMATION SOURCES  
FOR EDUCATIONAL LEGISLATION

Thesis for the Degree of Ed. D.  
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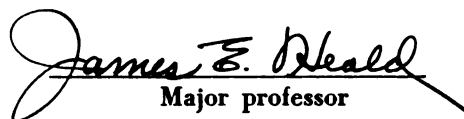
LEGISLATORS' REPORTED INFORMATION SOURCES  
FOR EDUCATIONAL LEGISLATION

presented by

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## ABSTRACT

### LEGISLATORS' REPORTED INFORMATION SOURCES FOR EDUCATIONAL LEGISLATION

by Clifford J. Bedore, Jr.

This study was designed to identify sources of information which legislators considering educational legislation recalled as having been useful, creditable and worthy of consideration. The study proposed to be descriptive of communication patterns identified by legislators.

The theoretical framework assumed for the study proposed that: the people of the State of Michigan (a functional group) must act through a recognized channel within the society (the channel of legislation) to provide part of the means of fulfilling a recognized obligation (public education). A further assumption that this proposed act (the state school aid act) was dependent upon the decisions of a group (the legislature) located at a strategic point in the recognized channel for action was required. If these two assumptions are acceptable then it may be assumed that legislators were subject to such influences as were brought to bear. Which of these influences did legislators recall as useful and creditable?

Structured interviews with all members of the appropriations committees and education committees of both houses of the Michigan legislature provided the bases

for the results. Responses from one hundred per cent of the population selected were tabulated. A questionnaire type of interview guide was used to structure the interviews. The results were tabulated and described. No statistical interpretations were attempted. The interviews were focused on the Michigan state school aid act of 1967.

Legislators most often reported local school district personnel as creditable informants regarding the local effects of state financial support for education. The legislators reported greatest reliance upon <sup>1</sup>stage agencies and staffs for financial implications of state school aid as it would affect the whole State of Michigan. The state-wide organizations concerned with education were generally deemed to be creditable informants on matters of financing education. The professional legislative agents provided information which legislators accepted as reliable. The pattern of reported informants varied as the topic varied.

A summary of the conclusions expressed in terms of the purpose of this study is that local sources of information are creditable and useful for the consideration of local effects, state agencies and staffs are creditable for state-wide fiscal information, state-wide organizations with legislative agents are respected as creditable informants, and the relative ranking of usefulness and credibility may vary with the topic being considered.



The study suggests further study of the identified informants to determine leadership among them. A study of the potential role conflict where a single agency is charged with both regulatory and advisory roles was suggested by this study. A study to investigate any correlation between organizational financing and effectiveness as a creditable informant should provide important information to those interested in influencing educational legislation.

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By

Clifford J. Bedore, Jr.

A THESIS

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The study was dependent upon the willingness of legislators to take time from their extremely busy schedules to permit an interview. The cooperation of the Senators and Representatives of the Michigan Legislature was a key to the completion of the study and the author acknowledges this.

The author is indebted to Senators Emil Lockwood and Raymond Dzendzel and Representative Russell Strange for their support. Without the endorsement of key legislators the study would have been difficult, if not futile.

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CHAPTER I  
REVIEW OF LITERATURE AND A FRAMEWORK  
FOR THE STUDY

Rationale for the Study

The responsibility for public education rests with the individual states of The United States of America. Exercise of this responsibility varies from state to state and from year to year. As the search for improvement continues, constant changes in the methods and means of state control and support of public education occur. Change requires decision and in many cases the decision is related to legislative action. The legislatures of the various states asserting their responsibilities for providing for an educated citizenry may exercise effective control over the public education of that state. They may, by the legislation which they enact, determine for what purpose public education may be provided; what education shall be provided; and for whom this education shall be provided.

The legislature of the State of Michigan is one of the bodies exercising effective control over the public schools of Michigan. The Michigan Constitution of 1963 provides for education in Article VIII. The legislature is directed to maintain and support a system of free

public elementary and secondary schools as defined by law. "As defined by law" is the phrase that establishes control. The legislature provides the law which defines what public education in Michigan shall be. Legal determinations are made by the legislature of the State of Michigan each year as it "defines by law" the scope and purpose of public education in Michigan. The annual "state aid act" is a major vehicle in that it provides funds and establishes limitations.

The processes of legislation are complex. The formal and informal aspects of law-making have many facets. One criterion for a proposal to become law is the test of passage. One of the many "moments of truth" in the legislative process is the vote of record which provides sufficient margin for approval to be recognized. This vote may be on the floor of the legislative branch wherein the action exists, or this vote may be in committee. Regardless of which of these two situations applies, the decision of the group will be the resultant of individual decisions.

Accepting that all decisions need not be the result of a rational process, if one has faith in our representative system of government and a belief that there has been some reasoning process involved in the decision which prompted the vote, one could also assume that the legislator has had access to some relevant information which affected his decision. Using Barnard's model of analysis

and synthesis,<sup>1</sup> the analysis of information precedes the synthesis of decision from the acceptable information. Assuming that one of the criteria for acceptable information is credibility, whom do legislators use as creditable sources of information regarding the needs of education?

### Review of Literature

Scott and Hunt undertook a study to shed light on the relationship of interest groups to Congressional decision-making.<sup>2</sup> The accent of the study was centered on the way that Congress views interest groups. One of the findings stated:

The function performed by interest groups that is most highly rated by congressmen is that of providing information.<sup>3</sup>

One of the primary sources of information available to a legislator is the interest groups. Latham defined an interest group as a group actively trying "to influence the course of public policy."<sup>4</sup> He further defines pressure groups as interest groups moved into the political

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<sup>1</sup>Chester I. Barnard, The Functions of the Executive (Cambridge: Harvard University Press, 1938), p. 239.

<sup>2</sup>Andrew M. Scott and Margaret A. Hunt, Congress and Lobbies (Chapel Hill: University of North Carolina Press, 1965), pp. xv + 106.

<sup>3</sup>Ibid., p. 88.

<sup>4</sup>Earl Latham, "Interest Groups in the American Political System," American Politics and Government, edited by Stephen K. Bailey (New York: Basic Books, Inc., 1965), pp. 142-154.

arena. Pressure groups at their best were described as links between citizens and government and at less than their best as potential distorters of the legislators' view of public opinion.<sup>1</sup>

The public display of interest groups is most often made through that representative commonly called lobbyist. DeVries reported that the popular image of lobbying including favors and bribery is a false image.<sup>2</sup> He studied the role of lobbyists as perceived by lobbyists, legislators and news correspondents. His review of literature revealed that most studies had been confined to group activities and influence. This findings was supported by the literary search of Scott and Hunt.<sup>3</sup> DeVries' statement:

Organized group interests are the energizing forces in our political process, and any understanding of American decision-making requires a knowledge of their interest, organization methods, and role in public policy making.<sup>4</sup>

not only credits interest groups with the ability to overcome legislative inertia, but emphasizes the need for studies of influence within the legislative process.

<sup>1</sup>Ibid.

<sup>2</sup>Walter Dale DeVries, "The Michigan Lobbyist: A Study in the Bases and Perceptions of Effectiveness" (unpublished Ph.D. dissertation, Department of Political Science, Michigan State University, 1960), p. 1.

<sup>3</sup>Scott, op. cit.

<sup>4</sup>DeVries, op. cit.

Blaisdell was one of the authors who did not fear the lobbyist. As editor of a book composed of material written by several authors, he stated, "The 'new lobby' is everywhere respected, accepted and causes few editorial writers to thunder."<sup>1</sup> Bailey and Samuel<sup>2</sup> in describing Congress at work played down the influence and pressure of party, constituency, and interest groups on congressmen.

In contrast the view credited to Health, Education and Welfare Secretary John W. Gardner is that education lobbyists have "immense" influence and that it "amounts to veto power."<sup>3</sup> The same article continued with the statement that:

Education lobbyists, reveals one of the Department of Health, Education and Welfare's own chief lobbyists, represent an amazing tangle of interests, often working at cross-purposes<sup>4</sup> and frequently failing to unite in a common front.

The situation appears to be comparable to situations in Michigan where ~~the~~ Department of Education has been unable to reconcile all of the views of active interests groups

<sup>1</sup>Donald C. Blaisdell (ed.), Unofficial Government: Pressure Groups and Lobbies, The Annals of the American Academy of Political and Social Science, Vol. 319 (Philadelphia: 1958), p. ix.

<sup>2</sup>Stephen K. Bailey and Howard D. Samuel, Congress at Work (New York: Holt, 1952), p. x + 502.

<sup>3</sup>"Up the Up Staircase," Newsweek, May 15, 1967, p. 70.

<sup>4</sup>Ibid., p. 70.

striving to influence education legislation at a state level.

Emanuel Cellars in writing about "Pressure Groups in Congress"<sup>1</sup> focuses on the congressman's need to be informed.

In its very nature, effective legislation is the fruit of compromise. The 'good' representative . . . is he who effectively accommodates conflicting interests . . . and harmonizes his responses to the demands made upon him within the dictates of his conscience.<sup>2</sup>

Harmon Zeigler's study Interest Groups and American Society<sup>3</sup> evaluates the interest group's effect as slight except as they reinforce concepts which the legislator (individual) already has. His work supports an approach to the study of influence via role expectations. The inter-related memberships which legislators hold in a variety of groups all affect the role which the legislator will play as he makes decisions. The importance of one such group, the legislative committee, is set forth later in this writing.

The Legislative Struggle<sup>4</sup> is a presentation of an individual with first hand experience with the Congressional writings. The book points out the power of the

<sup>1</sup>Blaisdell, op. cit., Emanuel Cellars, "Pressure Groups in Congress," p. 2.

<sup>2</sup>Ibid., p. 2.

<sup>3</sup>Harmon Zeigler, Interest Groups in American Society (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1964), p. 343.

<sup>4</sup>Bertram M. Gross, The Legislative Struggle: A Study in Social Combat (New York: McGraw-Hill Book Co., Inc., 1953), p. 472.

committee in legislative procedure. A committee may let a bill languish in the files. "The most decisive form of action a committee can take on a bill is inaction."<sup>1</sup> In writing of lobbies Gross states:

The leadership for a legislative campaign involves many kinds of knowledge and activity. It calls for skills in such specialized fields as law, public administration, public relations and publicity, economics, statistics, and governmental procedures.<sup>2</sup>

One aspect of influence discussed by Gross is that of the agencies of the formal government that have prerogatives to influence legislative action. That the President, legislative leaders, majority and minority party leaders, and other leaders in formal leadership positions in the government have a duty to influence legislation is not always clearly recognized.

Political science provides much literature regarding the influences which may or may not be effective on the legislators as a group or as individuals. Sociology provides literature regarding opinion, public opinion, and the influence of opinion. The study of innovation and its dissemination has been a favorite subject for rural sociologists.

Everett M. Rogers attempts to answer some questions about how ideas spread in Diffusion of Innovations.<sup>3</sup> In

<sup>1</sup>Ibid., p. 312.

<sup>2</sup>Ibid., p. 328.

<sup>3</sup>Everett M. Rogers, Diffusion of Innovations (New York: The Free Press of Glencoe, 1962), p. 367.



discussing how an individual adopts a new idea and the role of opinion leaders in the adoption process, the author cited over five hundred separate pieces of diffusion research. The chapter dealing with opinion leaders and the flow of ideas<sup>1</sup> was judged to be pertinent to the purpose of this study. In this chapter the term "opinion leader" is used to refer to individuals who are influential in approving or disapproving new ideas. The concept of an influential informant being an opinion leader appears relevant to the research being proposed and pursued in this paper. Some other concepts discussed were: active and passive roles for adopters and rejectors, importance of personal influence and measuring opinion leadership.

Rogers and Burdge found that opinion leaders (those whom they defined as "individuals sought by others for information and advice"<sup>2</sup>) conform to the norms of their community much more closely than the followers. These researchers considered all members of a group who were not leaders as followers. The norms of friendship, cliques, special interest organizations, families and other groups are important influences affecting decisions.

Rogers wrote that impersonal sources of information are most important at the awareness stage of the adoption

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<sup>1</sup>Ibid., pp. 209-253.

<sup>2</sup>Everett M. Rogers and Rabel J. Burdge, Community Norms, Opinion Leadership and Innovativeness, Research Bulletin 912 (Wooster, Ohio: Ohio Agricultural Experiment Station, June, 1962), pp. 18.

process, but that personal sources are most important at the evaluation stage.<sup>1</sup> The personal sources would appear to be important close to the time of decision where credibility becomes an essential factor in evaluation.

According to Katz and Lazarsfeld:

All interpersonal relations are potential networks of communication [and] an opinion leader can best be thought of as a group member playing a key communications role.<sup>2</sup>

The person who becomes sufficiently interested and an active participant in any area may become an opinion leader because of displayed knowledge. Leadership in one area has no bearing on leadership in other areas. These concepts are set forth in Personal Influence.<sup>3</sup>

In a study of opinion leadership Rogers and van Es defined "opinion leadership" as "the ability to influence other people's attitudes in a desired way and with a relatively high frequency."<sup>4</sup> All respondents in the study were asked where they would go for advice on a number of different topics. A total sociometric score was computed

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<sup>1</sup>Everett M. Rogers, How Research Can Improve Practice: A Case Study, Reprinted from Theory into Practice, I, no. 2 (April, 1962), pp. 89-93.

<sup>2</sup>Elihu Katz and Paul F. Lazarsfeld, Personal Influence (New York: The Free Press, 1955), pp. 400.

<sup>3</sup>Ibid., p. 325.

<sup>4</sup>Everett M. Rogers and Johannes C. van Es, Diffusion of Innovation Research Report No. 2 Opinion Leadership in Traditional and Modern Colombian Peasant Communities (East Lansing, Michigan: Department of Communication, College of Communication Arts, Michigan State University, 1964), p. 4.

by adding the number of times that an informant was named for each question. This score was regarded in that study as the best single measure of overall opinion leadership.

Lazarsfeld, Berelson, and Gaudet<sup>1</sup> stated that opinion leaders are found in every area and for every public issue. These leaders are persons most concerned as well as most articulate about the issue. The authors proposed that often the flow of ideas is from radio and print (the mass media) to the opinion leaders and from them to less active persons.

March<sup>2</sup> is credited with defining influence as that "which induces a change in the state of the organism different from that (which is) predictable." He further points out that the measuring of influence has not advanced to the stage of providing comparable answers. While the possibility that interpersonal influence has occurred may be established, it is difficult to establish that no influence has occurred. The problem appears to be that of determining how much of a change has occurred because of influence. These observations merely specify the lack of developed techniques for measurement of influence.

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<sup>1</sup>Paul F. Lazarsfeld, Bernard Berelson, and Hazel Gaudet, The People's Choice (New York: Columbia University Press, 1944), Reprinted in American Social Patterns, edited by William Petersen (Garden City, New York: Doubleday, 1956), pp. 119-170.

<sup>2</sup>James C. March, "An Introduction to the Theory and Measurement of Influence," The American Political Science Review, 49 (1955), pp. 431-451.

Merton wrote of patterns of influence and the interpersonal nature of influence.<sup>1</sup> He also discussed the local or cosmopolitan characteristics of influentials, the seekers and the sought, and the polymorphic influential and the monomorphic influential. The definition of influence of primary concern to Merton was concerned with influence in the form of clarification, advice and as a prototype for imitation. Merton called for definition of the term "opinion leader" and the need for systematic attention to the problems of interpersonal influence.<sup>2</sup>

A theory of three processes by which persons respond to social influence was advanced by Kelman.<sup>3</sup> Compliance, identification, and internalization were the assumed processes. If the agent has control, either potential or actual, over the rewards and punishments, his influence will take the form of compliance by those influenced. If the agent's power is based on attractiveness (providing a satisfaction from a self-definition with reference to the agent), influence will tend to take the form of identification. To the extent that the agent's power is based on his credibility, influence will take the form of internalization. Kelman concluded from his study that there is

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<sup>1</sup>Robert K. Merton, Social Theory and Social Structure (revised and enlarged edition; Toronto: The Free Press Collier MacMillan Canada Ltd., 1949), pp. 387-420.

<sup>2</sup>Ibid., p. 415.

<sup>3</sup>Herbert C. Kelman, "Processes of Opinion Change," Public Opinion Quarterly, 25 (Spring, 1961), pp. 57-78.

enough evidence to suggest that the distinctions made between the three processes are valid.<sup>1</sup>

Blumer<sup>2</sup> notes that public opinion is a function of society in operation; that society is organized into functional groups; that such functional groups must act through channels controlled by key individuals who must approve the proposed action of the group; and that the key individuals are almost inevitably confronted with the necessity of assessing the various influences, claims, demands, urgings and pressures brought to bear upon the key individuals.

#### Summary of Review of Literature

The literature cited in the preceding review seems related to legislators and influence. There does not appear to be a study of the legislators' reported creditable sources of information for any particular problem or issue. Caution must be exercised in order that the lobby be not the only source of information considered. Some legitimate formal positions of the government require that influence on legislation be part of the rights and duties of that position and incumbents in these positions must be considered as potential informants. Constituents, either individually or in groups, may also be sources of information. For the purposes of this study information is

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<sup>1</sup>Ibid., p. 77.

<sup>2</sup>Herbert Blumer, "Public Opinion and Public Opinion Polling," American Sociological Review, 13 (October, 1948), pp. 542-554.

defined as timely and specific knowledge meaningful to the recipient.

The literature of political science has provided support for the assumption that legislators do receive information. The relationship between credible information and influence is supported by sociologists cited. That education and its control are of rightful concern to educators has been expressed. It remains to examine the responses which legislators have made regarding sources of information related to education issues.

Ferguson's finding, that eighty-two per cent of the state legislators questioned in his study viewed the problems of school needs as financial, support<sup>1</sup> the use of the Michigan "State School Aid Act of 1967" as the specific piece of legislation suited to the purpose of this study. One aspect of the study reported by Ferguson was that legislators were asked where they got their most reliable information on the subject of school needs. Comparison of the reported findings in California, New Jersey, Ohio and Tennessee showed local school officials, state or local educational associations, and state school agencies or officials ranked consistently high.

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<sup>1</sup>LeRoy Craig Ferguson, How Legislators View the Problem of School Needs, Cooperative Research Project No. 532 (8166) (East Lansing, Michigan: Department of Political Science, Michigan State University, 1960), p. 7.

### Assumptions for This Study

One basic assumption necessary for this study is that legislators do receive information which they recognize as worthy of consideration. Support for such an assumption is tacit in the money, time, and effort spent by interest groups both in providing information and in providing an effective environment for attempting to transmit information. The full-time professional lobbyist has a function of providing information and this is the function most highly rated by legislators.

For a legislator is not elected in order that he may function exclusively by Divine guidance or personal intuition. He is a message center and reagent within a vast communications system through which the electorate make known their needs.<sup>1</sup>

Any message center must receive information. Information received by a legislator may be provided by local constituents, state and national organizations, local, state, or national governmental agencies, or many other potential informants.

Information may be sought by legislators in an attempt to fill a need. Information may be doled out to legislators in an attempt to make a need known. Information may be heaped upon legislators in the daily routine of business or in the subtle and sometimes not-so-subtle

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<sup>1</sup>Blaisdell, op. cit., p. 2.

routine of projecting the amount of concern regarding an expressed need.

The legislative process provides a formal procedure for transmittal of information in the "hearing." However, there are those who report that the "hearings" are nothing more than a window dressing.

Most lobbyists are sophisticated enough to realize that the committee hearings and the testimony therein are of doubtful value in the communication of influence. Most legislators have already made up their minds and little can be done to cause a sudden change of heart.<sup>1</sup>

However, much of the testimony placed on the record in this formal arena has already been transmitted to the legislator by way of informal channels. The information provided in the hearing does become a matter of record.

If the assumption that legislators do receive information is acceptable, then a further assumption that some of this information is creditable is required. If legislators do not accept any information as creditable, then there is a question of representation, for example, if no communication is acceptable, then legislators represent only themselves and their own predispositions. That legislators do accept some sources of information as worthy of belief appears to be supported by the letters written to constituents and the tedious daily calendars of appointments with purported informants.

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<sup>1</sup>Zeigler, op. cit., p. 254.



If it can be assumed that legislators receive information which they will accept as creditable, because they have a need to know and because they must give credence to some source if they are to represent, then it can be assumed that legislators may seek information. When an individual seeks information and advice from another, the other may, by providing such information or advice, become an influence. The one from whom information and advice is sought has been said to be an "opinion leader."<sup>1</sup>

#### Need for This Study

Thomas H. Eliot, writing in an article titled "Toward an Understanding of Public School Politics,"<sup>2</sup> stated:

That state action, especially in the legislatures, is not significant and will soon have a crucial impact on educational development, and that useful findings can result from a comparative study of state influence, management, or control.<sup>3</sup>

One aspect of state influence in the financial aid provided by the state. Another aspect of state influence is the regulatory function, usually assigned to the state department of education. Special state assistance for specific programs is another aspect of state influence of education.

<sup>1</sup>Rogers, Diffusion of Innovations, op. cit., p. 208.

<sup>2</sup>Thomas H. Eliot, "Toward an Understanding of Public School Politics," The American Political Science Review, LIII, no. 4 (December, 1959), pp. 1036-1036.

<sup>3</sup>Ibid., p. 1035.

This study does not intend to be a comparative study of state influence, management or control. This study is related to influence as perceived by state legislators and was designed to discover how legislators credit informants from various interest groups, including state agencies.

Yet in spite of the critical importance of the relationship between interest groups and law-making institutions, research offers surprisingly few cumulative or empirical data about this phase of the representative process.<sup>1</sup>

Scott and Hunt<sup>2</sup> claimed that "Thus far, very little research has been done on the perceptions that congressmen have of interest groups." They further claim that this may be explained because the advocates of the group theory have interpreted the views of the individual congressman as almost irrelevant. The discussion of their findings provide a key for the current study. Their interpretation of the data indicated that, "The function performed by interest groups that is most highly rated by congressmen is that of providing information."<sup>3</sup>

#### Proposed Theoretical Framework for the Study

The purpose of this study is to determine which sources of information are judged to be useful and creditable or worthy of consideration. The study proposes to

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<sup>1</sup>John C. Wahlke, William Buchanan, Heinz Eulau, and LeRoy C. Ferguson, "American State Legislators' Role Orientation Toward Pressure Groups," Journal of Politics, 22 (1960), p. 204.

<sup>2</sup>Scott and Hunt, op. cit.

<sup>3</sup>Ibid., p. 88.

identify creditable influences recalled by those individuals who were involved in making a decision which resulted in a form of social action.

It has been proposed that there exists a framework within which all functional groups must act through the channels available in the society.<sup>1</sup> Whenever proposed acts are dependent upon the decisions of those individuals or groups located at strategic points in the channels of action, then said individuals or groups making required decisions are subject to influence.

It becomes necessary for the decision makers to assess the various influences brought to bear. Kelman<sup>2</sup> suggested three processes of social influence, namely: "compliance" (identified as accepting influence in the hope of achieving favorable reaction), "identification" (resulting in the adoption of the proposed induced behavior because the individual sees the behavior as fitting his self-image), and "internalization" (occurring when the influence is accepted because the proposed induced behavior coincides with the internalized values of the individual). These three cannot be completely separated, but credibility is essential to the process of internalization.

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<sup>1</sup>Blumer, op. cit.

<sup>2</sup>Kelman, op. cit.

If an agent's statements are accepted as worthy of consideration because they are believed to be valid and truthful, that agent is said to possess credibility. Two bases for credibility designed by Hovland, Janis, and Kelley,<sup>1</sup> were "expertness" and "trustworthiness." While other traits such as overall respect, recognized lack of vested interest, and likemindedness may be attributes of credibility, "an agent is perceived as possessing credibility because he is likely to know the truth or because he is likely to tell the truth."<sup>2</sup> "The credibility and/or the affection in which he is held in any community, the kinds of interpersonal relations he is capable of establishing, are crucial factors in effecting change."<sup>3</sup>

Barnard<sup>4</sup> discusses the decision making process in terms of analysis being the beginning of the process. The necessity of assessment of the factors of influence is reinforced by this concept. That the decision itself is a synthesis of acceptable information is also important. For the purpose of this study, however, the synthesis aspect of decision making is not of prime importance.

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<sup>1</sup>C. I. Hovland, I. L. Janis, and H. H. Kelley, Communication and Persuasion (New Haven: Yale University Press, 1953), p. 21.

<sup>2</sup>Kelman, op. cit., p. 68.

<sup>3</sup>Warren G. Bennis, Kenneth D. Benne, and Robert Chin (editors), The Planning of Change (New York: Holt, Rinehart, and Winston, 1962), p. 531.

<sup>4</sup>Barnard, op. cit.

Analysis is important to this study only to the extent that it be recognized as related to a determination of useful and creditable sources of information.

The concept of statistical comparison of some aspect of the perceptions of a group of legislators in the light of some "intervening variables" as they view a variety of informants from an unaccountable number of circumstances does not appear to be likely to provide useful information. Rather it is proposed that useful evidence can be obtained from interviews with individual legislators who are concerned with a common problem.

Assuming that the people of the state of Michigan (a functional group) must act through a recognized channel (legislation in the form of the state school aid act) to provide part of the means of fulfilling a recognized obligation (public education), and further assuming that this proposed act is dependent upon the decisions of a group (the legislature) located at a strategic point in the channel for action (state general fund monies can be appropriated only by the legislature), then it shall be assumed that the legislators are subject to such influences as are brought to bear. Assessment of the credibility of the agents of influence is assumed to be a necessary part of assessment. Acceptance of the foregoing assumptions is the basis for setting the theoretical framework for this investigation.

As we review this complex of subsystems, each exerting influence on educational innovation, it is hard to avoid the conclusion that it constitutes a listing of all the significant aspects of American culture. This is only half true, of course: . . . .<sup>1</sup>

This statement of Miles, as he discusses the nature of the problem of educational innovation, is indicative of the wide range of potential sources of influence which might act on decision makers concerned with education. Education by its function in the culture is of concern to many facets of society. The fact that many persons in the American culture have had experience in the processes of education may have some relationship to the number of persons who perceive themselves worthy of making decision as to what education should be.

Legislative consideration of any proposal implies a reaction to change. If the proposal be to maintain the status quo, it must have involved the consideration of possible change, in order for concern to have arisen. It appears that all considerations related to decisions must involve some aspect of change.

If one accepts from Bennis<sup>2</sup>

. . . a definition of leadership which involves three major components: (a) an agent who is typically called a leader; (b) a process of induction or the ability to manipulate rewards that will

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<sup>1</sup>Mathew B. Miles (ed.), Innovation in Education (New York: Bureau of Publications, Teachers College, Columbia University, 1964), p. 39.

<sup>2</sup>Bennis, Benne, and Chin, op. cit., p. 441.

here be termed power; and (c) the induced behavior, which will be referred to here as influence,

then there may be a case for those who question whether leadership of Michigan education does not in fact rest in the legislature. Does not the agent legislature manipulate rewards to produce a desired induced behavior? One Illinois senator was quoted, "The most importaht thing to remember is that in education matters the legislature is all powerful."<sup>1</sup> The control of education does lie in the realm of the state legislature. The Constitution of the State of Michigan of 1963 states that, "The legislature shall maintain and support a system of free public and elementary schools as defined by law." The law itself is the product of legislation.

The leadership being sought in this study is that which induces the desired behavior in the group known as legislators. Who exerts influence and leadership in legislative action concerning education? Are the members of the legislature aware that they may lack the necessary expertise to recommend and produce positive legislation? Assuming that they recognize the need for additional evaluation of proposals by those who must implement them, or by those who must live within the laws established, whom do they hear?

This study does not seek to discover why any of the reported sources of information are heard. Whether a

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<sup>1</sup>Miles, op. cit., p. 185.

source is reported as creditable because the respondent sees himself required to report that source in order to maintain his self image, or whether the response is made as a reaction to an assumed threat to the respondent, or whether the source was reported creditable because it recommended an induced behavior compatible with the values of the respondent is not within the scope of this study. However, failure to recognize that these and other factors of the situation of the interview affect the responses would be contradictory to present expressions of behavioral scientists. It is the objective of this study to identify reported creditable sources of information, not to evaluate the quality of the sources.

The "system" within which the action for this study occurred may be compared to a "temporary system." Miles<sup>1</sup> described "temporary systems" and named two attributes of these systems, termination of system membership (as time-linked, event-linked, or condition-linked) and temporary membership (held by all persons or clients only). Any temporary system can be examined in terms of its focus of attention and in terms of its major function. One of the functions described by Miles<sup>2</sup> for such a system was short term task accomplishment.

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<sup>1</sup>Miles, op. cit., Chapter 19, pp. 437-490.

<sup>2</sup>Ibid.



The annual operation of the Education Committee and the Appropriations Committee of both the House of Representatives and the Senate of the Michigan Legislature and the informants who function in hearings as well as in other circumstances might be considered as temporary system whose function is to produce an acceptable state school aid act for a given fiscal year. The meaningful communication related to the primary function of the group may occur between legislator and informant in a variety of informant in a variety of circumstances. The focus for this current study is not only the committee hearings, but all communication outside the hearings as well. Influence is considered to be the result of all forces effective at the time of decision.

## CHAPTER II

### METHODOLOGY

#### Identification of Influence Agents

The methodology of identification of creditable sources of information has been summarized by Rogers and Cartano under the title, "Methods of Measuring Opinion Leadership."<sup>1</sup> This report contained some generalized characteristics of "opinion leaders" and identified three main methods of measuring influence.

One method, the "key informant" method, was described as requiring a subjective judgment as to who is most likely to know who opinion leaders are. The "key informant" has also been used in social stratification studies. This technique was judged to suffer from lack of applicability to those sample designs where only a portion of an audience is interviewed.

The "sociometric technique" consists of asking group members where they seek information or advice regarding a topic. This method has been popular, especially in the agriculture-sociology studies. It was judged more applicable to a research design in which all members of a social

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<sup>1</sup>Everett M. Rogers and David G. Cartano, "Methods of Measuring Opinion Leadership," Public Opinion Quarterly, 26 (Fall, 1962), pp. 435-441.

system are interviewed than one in which a relatively small sample within a larger universe is contacted.

The "self designating technique" consists of asking a respondent a series of questions in order to determine his self perception of his role as an opinion leader. Rogers and Cartano in their report, recommended the "self designating technique" as "reliable, valid, and unidimensional" and adaptable "to studies of any type of opinion leadership."<sup>1</sup>

#### Sources of Influence

Personal sources of influence were reported by Beal and Rogers<sup>2</sup> to be more effective in establishing a new idea than were impersonal sources. Katz and Lazarsfeld<sup>3</sup> pointed out that interpersonal relations provide a potential network of communication and set forth the idea that "an opinion leader can best be thought of as a group member playing a key communication role."<sup>4</sup> Katz suggests that sources may be personal or impersonal as long as they emanate from a technically competent source.<sup>5</sup> These

<sup>1</sup>Ibid., p. 441.

<sup>2</sup>George M. Beal and Everett M. Rogers, The Adoption of Two Farm Practices in a Central Iowa Community, Special Report No. 26 (Ames, Iowa: Agricultural and Home Economics Experiment Station, Iowa State University of Science and Technology, June, 1960), pp. 3-20.

<sup>3</sup>Katz and Lazarsfeld, op. cit.

<sup>4</sup>Ibid., p. 33.

<sup>5</sup>Elihu Katz, "The Two-Step Flow of Communication: An Up-to-Date Report on an Hypothesis," Public Opinion Quarterly, 21 (1957), pp. 61-78.

references provided a basis for referring to both personal (individual) sources and impersonal (organizational) sources in seeking responses.

### Functional Groups

The use of the term "group" is recognized as not providing a definitive, clear-cut population, but rather a temporal boundary within which individuals may function during a specific circumstance and which boundary does not serve as a limit for the scope of the activities of these individuals. Individuals may function as components of more than one group. Legislators as a group divide into sub-groups according to assignment, to party, and to personal desires. "To attempt to change an individual's attitudes without taking into account his group loyalties and attachments would be useless."<sup>1</sup> The influences which are applied in one segment of living do not remain effective solely in that segment if they have been internalized. However, influences induced by compliance may well be effective only within the segment where the pressure is felt. Likewise, identification may be effective only in that sphere where the self image assumed for that sphere demands that identification. Credibility is the dimension necessary for internalization, and for this reason credibility was included as a qualification for reported sources of information.

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<sup>1</sup>Bennis, Beene and Chin, op. cit., p. 486.

### Population for Study

The sociometric technique consisting of asking members of a functional group to whom they go for advice and information about a topic of concern seemed adaptable to this proposal. The population, consisting of the members of the education and appropriation committees of both the Michigan House of Representatives and the Michigan Senate (having concern with a common problem), appeared to be small enough to be interviewed in its entirety.

The series of questions making up the interview guide sought to have the legislator reveal the informants whom he remembered and those from whom he would seek specific information. It was felt that the need for recall would identify those informants who made more than a fleeting impression. Reference to either individuals or organizations was permitted. Most of the questions were designed to identify creditable informants. Two questions sought identification of unreliable informants. This series of questions was considered to be the basic instrument for this study. The total interview guide appears in the Appendix.

### Challenge of State Board Leadership

This research, subject to the usual limitations of descriptive studies, is restricted both temporally and geographically. The findings may be of use during the current years while Michigan is searching for educational leadership

for Michigan education. The Michigan Constitution of 1963 in Article VIII, section three, charges the State Board of Education with leadership, but vested leadership assures neither instant nor continuing leadership in fact.

The leadership and authority of the State Board of Education have both been challenged during the time when it has been supposedly trying to assume both of these roles as prescribed in the Constitution of 1963. A recent newspaper article<sup>1</sup> stated that the Board was expressing concern that it had not been asked for advice and concurrence on the state school aid act which had passed the Michigan House of Representatives. The Michigan Constitution prescribes that "It [The State Board of Education] shall serve as the general planning and coordinating body for all public education, including higher education, and shall advise the legislature as to the financial requirements in connection therewith." The same newspaper report stated that although the Board was aware of the basic provisions of the bill, it waited six months to debate them and expressed indignation when it realized that the bill could become law without anyone asking the Board's advice. "In order for people to accomplish any kind of task together they must have a certain level of regard for each other, which is usually reflected in the degree

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<sup>1</sup>Grand Rapids Press, March 28, 1968, p. 73.

of attention they give to each other . . ."<sup>1</sup> Do members of the legislature who are most directly concerned with education respect the leadership of the State Board of Education, its appointed executive (the Superintendent of Public Instruction), and/or the agency by which the policies and duties of the State Board of Education are executed (the Michigan Department of Education)? Do legislators who occupy the strategic positions for education respect the information and advice available from this segment of state government which has been charged to provide leadership and advice?

#### Other Leadership Potential

Recognition of formal bargaining units, teacher strikes, and the wide-spread publicity resulting from these activities have increased the public exposure of the Michigan Education Association and the Michigan Federation of Teachers. Both of these organizations have defined their positions on a number of legislative proposals concerned with education. How great a leadership role do these organizations or their agents have as perceived by those legislators concerned with problems of education in Michigan? Is this information sought by legislators?

The legislature deemed it necessary to formally establish a Legislative Fiscal Agency. The Bureau of the

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<sup>1</sup>Bennis, Benne and Chin, op. cit., p. 518.

Budget of the Department of Administration indicates concerns for education through its budget proposal. The Legislative Service Bureau has "research" as one of its stated functions. Do these agencies provide creditable information used by legislators?

The May 30, 1967 listing of organizations represented by legislative agents totaled 218 organizations represented by 220 legislative agents. Twenty of the organizations were directly concerned with education. What degree of influence do these organizations or their agents exercise? Do members of the legislature concerned with education consider these to be sources of creditable information?

#### Implications of State School Aid Act of 1967

The "State School Aid Act of 1967" was selected as the focus for this study because of its fiscal importance for the State of Michigan as well as its relation to the education of Michigan people. It might be supposed that an act which affected all populated areas of the state and which required an estimated one-third of the grand total expenditures of the state, should have been considered seriously and in detail by those persons who enacted it. Presumably the act would be examined in detail. The comments of all education leaders in the state should have been considered by those who made recommendation for its passage.



Although any legislation is the result of the combined action of all members of the legislature, the legislative system of Michigan is dependent upon standing committees to examine legislative proposals and make recommendations regarding them. Any proposed legislation regarding education is usually referred to the Education Committee of that branch of the legislature in which the proposal was introduced. The working arrangement in operation in the Michigan legislature at the time of this study provided that the House of Representatives should be the house of original introduction of the "State School Aid Act." The typical route of this bill would require that once it was introduced, the bill would be referred to the Education Committee. This bill might be one of several proposals for state aid. After the Education Committee has considered the proposal(s) in a preliminary manner, formal hearings are held. After formal hearings, the committee, by a series of amendments to one of the proposals, may reach a majority agreement and forward the agreed-upon proposal with recommended amendments to be reported back to the House.

Every bill appropriating public money or property when reported back to the House by any standing Committee other than the Committee on Appropriations, together with amendments that may be recommended by such standing Committee, shall be referred directly to the Committee on Appropriations for consideration; and when favorably reported back to the House by the Committee on Appropriations, (whose Committee report shall also include the

amendments, if any, that were recommended by the standing Committee which first considered the bill), the bill shall be referred to the Committee of the Whole.<sup>1</sup>

Upon passage by the Committee of the Whole the bill is forwarded to the Senate where the entire procedure would be repeated including action by the education and appropriation committees. Where the Senate version of the bill as passed does not agree with the House version, a conference committee usually achieves compromise acceptable to both the House and the Senate. This bill is sent to the Governor for signature and becomes law, after his approval and dependent upon the effective date.

Because of the fiscal implications of "The State School Aid Act," this legislation would normally be moved through the Education Committee and Appropriations Committee of both the House and the Senate. It appeared that members of these four committees would have been more involved than any other groups of legislators concerning the passage of the "State School Aid Act of 1967." For this reason these four committees provided the population of the legislators to be questioned.

It was proposed that communication patterns might be identified from the recalled sources of information regarding the "State School Aid Act of 1967," such sources as would be reported by the members of the four committees

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<sup>1</sup>Michigan Legislative Handbook 1967-1968 (Lansing, Michigan: Speaker-Hines and Thomas, Inc.), p. 117.

designated in the previous paragraph. The researcher assumed that this was a definable population, representative of the legislature, and yet a group of manageable size. The Senate Education Committee consisted of five members, the Senate Appropriations Committee consisted of eight, while the House Education Committee and Appropriations Committees each had thirteen members. The deaths of two members of this group between the time of passage of the act and the period of the interview reduced the number of interviews to thirty-seven.

#### Question Design

The following plan for structuring the interviews was based upon the assumptions that, first, such a series of structured interviews could result from asking the same questions of each proposed respondent, and second, the less detail required for each answer, the more comparable the responses would be.

The questions to be used should be direct. Questions requiring yes or no answers should lead to other relevant questions. Since the purpose was limited to identification of individuals or organizations, questions should not encourage description of reasoning or any other form of elaboration. Precise answers were desired.

The interview guide as proposed consisted of twelve questions considered to meet the above criteria. Question two could logically evoke an answer only if question one

were answered in the affirmative. The same relationship was true between question six and seven. Where no one was recalled no names could be given, but where recall was avowed possible, the naming seemed to be a natural, smooth flowing response. Seven of the questions were recorded and placed in the list for the purpose of providing the possibility of a reliability check.

An introduction to the questions was provided as an attempt to indicate the expectations of the interviewer. A further purpose of the introduction was to attempt to place information sources into the categories recognized as necessary to decision making. If a significant number of respondents were to report reliance on the same sources for information, a communication pattern might be defined.

#### Time of Interview

It was felt that responses should be obtained prior to floor debate on the 1968 state school aid bill in either house. The responses should be gathered in as short a span of time as possible. More reliable responses would probably be made prior to the heavy pressures felt by most legislators as the various deadlines approach. Prior to the latter part of January, the irregular schedules of individual legislators would make it difficult to reach them in their Lansing offices. Many of the legislators wish to see only their local constituents when they are in the home district. By mid-February the legislative

process is usually at peak operation and the legislators find it inconvenient to give up time for an interview. The time selected for the proposed interviews was late January, 1968 and early February of 1968.

#### Support for Study

Preliminary to the actual interviews it was necessary to establish support for the proposed study. The help of the senate majority leader was solicited. After having read the proposed questions and listened to the proposal, this senator called upon the senate minority leader and suggested that they both endorse the study on a single letter. The letter of endorsement suggested that senators grant an interview in the near future. A cover letter from the researcher indicating that the senator's secretary would be called upon to attempt to schedule an interview was enclosed with a copy of the letter of endorsement, a copy of the questions proposed, and a copy of the introduction to the questions. Copies of endorsements, cover letters, questions and introduction may be seen in the Appendix. This packet of materials was then sent to each senator on the education or appropriations committee of the Senate.

Support in the House of Representatives was secured from a former caucus leader who had rapport with members of both political parties. The thirteen members of the House Appropriations Committee and twelve members of the

House Education Committee each received an original letter of endorsement typed by his secretary on his stationery. He provided the only endorsement used and the one hundred per cent response may indicate the scope of his influence.

### Problems of Interviews

Obtaining responses from all of the members of all four committees required consideration of the time which they could make available. The length of an interview varied from eleven minutes to one-half hour. The questions so structured the interview that little time was spent except pursuing or clarifying answers. The interviews were often conducted between other appointments as a means of fitting them into the busy schedules of the legislators. During the time of these interviews, several other interviewers were at work on other projects, most of whom were paid researchers. The short, well-defined interview was readily received at the time of this study.

The schedule of the legislators was another consideration. Few legislators were available on Monday. The first session of the week was usually scheduled at eight P.M. on Monday. The legislative sessions might convene at any designated time, but were usually called for ten A.M., two P.M., or eight P.M. (A knowledge of each day's activity was helpful in literally catching up with many of the proposed respondents.) Friday morning sessions were

common, but sessions on Friday afternoon were rare. Legislators were not readily available between noon of Friday and eight P.M. on Monday.

The responses were grouped with the organization represented whenever this identification could be made. It was presumed that all persons representing an organization to the legislature would present the point of view of that organization. Some of the responding legislators offered the statement that they considered all persons representing an organization as one.

After each interview, the interviewer reviewed the answers and clarified notes taken during the interview. At this point, many of the personal names used were given connotative significance. Each question sheet with interview notes was coded and numbered. When all of the members of both committees in both houses had been interviewed, examination of results began.

## CHAPTER III

### FINDINGS

#### Sequence of Legislative Action

Only the education committee in either house held hearings on "The State School Aid Act of 1967." This unusual procedure was reported to be the result of the long delayed, much debated state income tax passed during that session. The Constitution of the State of Michigan requires in Article IV, Section 31, that revenues to the various funds shall be not less than the appropriations from those funds. The state school aid act provides funds for elementary and secondary education. The estimated costs of the 1967 bill as enacted ranged from about six hundred sixty-two million dollars to about seven hundred eleven million dollars out of an estimated grand total two and three-tenths billion dollar state expenditure for the fiscal year ending June 30, 1968. Until the level of estimated revenue was established by passage of the state income tax legislation, the bill was kept in committee. The rush for adjournment following the last passage of revenue bills caused or permitted this state school aid bill to bypass formal hearings in appropriations committees, although sub-committees did give the bill some consideration, if only to fit it into the total expenditure considerations of the state.



The preceding paragraph indicates that witnesses were not available to all respondents. However, because the purpose of the study was to explore the communications patterns used by legislators, all answers given were considered.

#### Characteristics of Population

The population of Michigan legislators who served as respondents in this study was compared to the whole Michigan legislature. Nineteen per cent of the respondents were first term legislators, while twenty-six per cent of the members of the legislature were serving their first term. Second term respondents made up thirty per cent of the group compared to thirty-five per cent of all the legislators serving a second term. Third term comparison showed that sixteen per cent of the respondent group fit this category compared to ten per cent of the total legislature serving a third term. The respondents with more than three terms of legislative experience comprised thirty-five per cent of the sample compared to twenty-nine per cent of all persons serving in both houses who had completed three or more terms in the Michigan legislature.

The population had a slightly higher per cent of Republicans than the total Michigan legislature. The Republican legislative majority was evident on the Senate Appropriations Committee (five to three) and the House Appropriations Committee (eight to five). The Education

Committee of each body had one new appointee to replace a deceased member, leaving these committees with equal numbers of Republican and Democrat members qualified to respond.

Neither experience nor partisan affiliation appeared to have any regular consistency of effect on responses. It was noted, however, that Democrats made reference to the Superintendent of Public Instruction or the State Board of Education more often than to the Department of Education while Republicans more often referred to the Department of Education. Some Republicans even used "D.P.I." or Department of Public Instruction, which had been the name prior to implementing the Constitution of 1963. The "non-partisan" State Board of Education members are elected in a "non-partisan" election, but are nominated by the political parties. The Superintendent of Public Instruction was appointed by a Democrat majority of this body. However, the interviewer could report no stated references to party affiliation by any of the respondents during the interviews.

The references to individual Representatives and the one Senator<sup>1</sup> were interpreted as subtle indications of party affiliation and loyalty. Each respondent who named a fellow legislator as an informant was of the same

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<sup>1</sup>These persons are named on the initial tabulation Table 2, p. 56.

political party as the legislator so named. Four of the five legislators named by their fellows as creditable sources of information were Republicans.

Another facet of party affiliation was apparent in the more frequent reference of Democrats to the Legislative Fiscal Agency where Republicans named the Bureau of the Budget (which was responsible to a Republican Governor).

Nine of the thirty-seven legislators interviewed indicated previous affiliation with education as a vocation. The nine had experience as either teachers or administrators in education. Others may have had teaching experience, but it was not mentioned. No questions regarding the attitude toward or experience in the field of education were asked of any respondent.

The thirty-seven legislators interviewed comprise a fraction slightly greater than one-fourth of the members of the Michigan legislature. The four committees selected for this study do represent those committees which are charged to consider the state school aid act before it reaches the floor of the legislature. These committee members should have been expected to have more knowledge of the implications of the bill than any other legislators.

The study was dependent upon the willingness and ability of the respondent to recall events from a prior year. The "freshmen" legislators interviewed had all served at least one year of a two year term. The lack of

response by a few legislators might have indicated an unwillingness to identify informants. One respondent stated that he had heard so many witnesses that he feared to identify any lest he forget to name some and be accused of favoritism.

Any attempts to interpret the results must be within the limitations of the data. The data are subject to viewing from a number of aspects. Several tables were compiled. All were based on variations of the frequency of some of the forty-three identified responses to the nineteen questions by the thirty-seven respondents. The purpose of gathering the data was to identify information sources which legislators consider worthy of consideration. Each tabulation identifies results of the interviews and where applicable, further identifies information sources.

#### Examination of Responses

Examination of responses required knowledge of who represented what organization, if any. Several of the persons mentioned were no longer representing the organization whom they had represented while the bill was being considered. Legislative agents (commonly known as lobbyists) apparently make real contributions of information concerning legislation. One legislator stated that, in his opinion, the professional lobbyists were very reliable sources of information. He elaborated that one must listen carefully to what the lobbyists said, or read and consider

the point of view which they were representing. Because lobbyists are paid to present a point of view for the purpose of influencing legislation, they must be reliable or they cannot be effective for long. Individuals who were not professional lobbyists and the members of pressure groups were reported as not always rational and factual.

The first tabulation was performed in order to determine what sources of information had been reported. At this stage all answers mentioned were recorded, as well as the fact that no answer had been given if that were indicated. Because answers of "all," "no," "none," "more than one," "depending on what we want," "will not name," and "self-serving" did not identify any specific information source, these answers were eliminated from the tables (but not from the interview record). The list was then examined and further condensed by grouping under single headings organizations and the persons named who represented the organizations. Although the study was attempting to discover which sources were mentioned most often, all answers were still kept as part of the record. This consolidated tabulation provided the basic materials for the check of reliability.<sup>1</sup>

The effort to establish reliability of the answers provided was begun by comparing the answers recorded for each question of the split pairs of questions. Where the

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<sup>1</sup>This tabulation provided the information used to develop Table 1 as shown on p. 45.

TABLE 1.--Tabulation of results of comparison of answers of paired questions (tabulation by question pairs).

Question Pair Numbered	Per Cent Complete Pairs	Per Cent Part Pairs	Per Cent No Pairs
3 & 14	70	19	11
4 & 13	60	8	32
5 & 15	62	3	35
7 & 17	22	22	56
8 & 16	49	19	32
10 & 19	41	27	32
11 & 18	32	32	36

answers were the same for both questions, there was said to be a "complete pair." Where parts of the answers coincided, there was said to be a "part pair." "No pairs" was the term used to indicate no coincidence of answers. The tabulation showed that the per cent of complete pairs varied from a high of seventy per cent for one pair of questions to a low of twenty-two per cent for another of the seven pairs of questions. The part pairs varied from thirty-two per cent to three per cent on the same basis. There were no paired answers in fifty-six per cent of the cases answering questions seven and seventeen (which was the high figure for the "no pairs" category). Questions three and fourteen drew answers fitting the "no pairs" classification from eleven per cent of the respondents.

Some of the respondents recognized the pairs to the extent that they said the same answers should be used as in question number . . . Other respondents gave no answer to the first encountered half of the pair, but answered the second half. Generally as the interview progressed, the responses were more fluent.

The findings of this study do identify information sources which legislators reportedly recognized as being worthy of consideration. The term "reportedly" is used here for the purpose of identifying one of the many limitations upon the results of this study. The legislators did report to the interviewer in response to questions. The legislators did name organizations and/or persons whom they recalled as informants. The findings drawn from the data must be viewed as dependent upon the respondent having made a truthful response (or report).

The findings of this study must be judged as data accumulated under circumstances the effect of which had no bearing upon the responses if general conclusions are to be made. While the interview guide was designed to evoke specific answers to specific questions, circumstances and personalities involved may have influenced responses.

These two aspects are not the only limitations which might have influenced the results. They are stated only for the purpose of example. For the purposes of this study they shall be ignored. This implies the assumptions that

respondents reported the truth as they recalled it and that the data collected was comparable. Acceptance of these assumptions permits the responses to be used to identify creditable information sources.

Only one legislator made no responses which could be classified under the category of local superintendent or board of education. It was assumed that a professional legislative agent paid from local district funds and reported to be an agent of the district belonged in this category. The tabulated responses showed this category accounting for the second highest total for any response category when all answers to all questions were considered (see Table 3).

#### Identification of Responses

All references to State Board, Ira Polley,<sup>1</sup> Department of Education, State Department, Harold Brown,<sup>2</sup> or any other departmental personnel were grouped under the heading of Michigan Department of Education or State Board of Education. Table 3 shows that this category was named one hundred and ninety-eight times, almost twice the score of the second ranking group. This must clearly identify this

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<sup>1</sup>Ira Polley was State Superintendent of Public Instruction. This position is the executive position of the Michigan Department of Education.

<sup>2</sup>Harold Brown had served many years in the division of the state educational agency which was concerned with financial records and the determination of payments of state school aid. Several of the respondents stated that he was the most knowledgeable person available in the area of Michigan school finance.



category of informants as recognized and creditable for sources of information. However, this does not insure respect for the opinions. One legislator specifically stated that because "they had the records" there was no choice of where to get factual data, but he could not "swallow" some of their ideas. Others, however, did express confidence in the opinion of some of the persons in this category.

The Michigan Education Association is one of several state-wide organizations interested in education as the primary purpose of the group. This organization has a highly respected professional lobbyist named Richard Adams as well as three other registered legislative agents. While the Michigan Education Association ranked third on both Table 2 and Table 14 much of the information supplied to legislators from local sources also coincided with that supplied to any interested group by that organization. The organization has a history of gathering data and organizing information at a rate that generally keeps it in a lead position with proposals for making changes in Michigan education.

The Budget Bureau of the Department of Administration is usually the author of the governor's state school aid bill which is presented in support of the governor's budget. This agency has developed a reputation for a fiscally sound proposal. As an agency of the state government, the Budget

Bureau has an implicit duty to attempt to influence such legislation as will not imperil any of the legislative proposals which the governor seeks to have enacted. The proximity of the Budget Bureau to the records of fact and the origin of many legislative proposals may be factors in its high ranking among creditable informants.

The Legislative Fiscal Agency is a creature of legislative necessity. It appears to serve the Senate Appropriations Committee more frequently than any other group. The function of this agency is to serve the legislature by developing fiscal analyses as requested. The physical location of the agency is literally surrounded by the offices of members of the Senate Appropriations Committee. Specifically the appropriations committees employ this agency in the development of cost estimates of the many legislative proposals.

The Michigan Association of School Administrators is a state-wide organization of persons engaged in education administration. Historically the organization was an outgrowth of the Michigan Education Association. The M.A.S.A., as it is most often called, maintained one registered legislative agent during the time that the legislature was considering the "State School Aid Act of 1967." However, other members of the organization supplemented their lobbyist's efforts according to some respondents interviewed during this study. This reportedly occurred when local

superintendents quoted positions on points of legislation which coincided with the legislative goals of the M.A.S.A. About one-third of the respondents named this organization in answer to one or more of the interview questions.

The Intermediate School District Superintendents were named as informants by twelve of the thirty-seven respondents. Because this organization had no registered legislative agent identified at the time of consideration of the legislation of concern to this study, identification was made by use of various directories and the personal knowledge of the interviewer and respondents. The individuals names were also members of the Michigan Association of School Administrators. Because both groups are state-wide any combination of the findings would only reinforce the conclusions drawn from the findings as related to these two groups.

The Michigan Association of School Boards reported three registered legislative agents in the May 30, 1967 listing of legislative agents as printed by the Office of the Michigan Secretary of State. Being a state-wide organization representing the views of the local boards of education as they could best be agreed upon by those policy-makers of the organization identifies this association with a general category of organizations of state-wide nature concerned with education. The Michigan Education Association, the Michigan Association of School Administrators, and the Intermediate School District Superintendents are others which fit

the category. The M.A.S.B. was named by eleven respondents and ranked eighth on the initial tabulation.

The term "Self" deserves some comment. The fact that ten of the respondents judged themselves to be the best source of information for a specific need represents something besides egotism. A legislator with more than ordinary concern for the problems of financing education should have developed an understanding of the problem that would qualify him to provide information for others. This truly is the function of the committee system to provide opportunity for committee members to become well informed in order to advise and recommend to fellow legislators specific action regarding legislation that has passed through the committee. The use of the term "Self" identified legislators who felt that they had really prepared for the role of advisor.

The State of Michigan contains only one School District of the First Class, namely Detroit Public School District, and only three School Districts of the Second Class, Flint, Lansing, and Grand Rapids. Detroit, Flint, and Grand Rapids had registered legislative agents functioning during the 1967 legislative sessions.

Appropriations Committee was a response which indicated to the interviewer that the experience of this body in dealing with the needs of education was recognized by the respondents. This committee in either house must

review all legislation involving expenditure of money from state funds. Such a requirement places a tremendous work load upon the committee and therefore a member of this committee serves on no other standing committee.

Representative Clifford Smart, a former superintendent of schools, demonstrated a deep knowledge of the practical problems confronting Michigan educators. As a member of the Education Committee of the House of Representatives he was in a position to inform, advise, and/or influence other committee members as well as those legislators who sought his advice outside the committee.

The Michigan Federation of Teachers (M.F.T.) is another of the state-wide organizations concerned with education. The May 30, 1967 listing of legislative agents shows two agents for this organization.

Friends of Michigan Schools is an organization best known for its active stand against consolidation of school districts. It has also been called "The Association for the Preservation of the Little Red School House." Harmon Cropsey was registered as the legislative agent for this group. The same person has represented this group in court cases contesting actions involving consolidation of school districts.

Representative George Montgomery had been a teacher and a research assistant. His years of experience in the legislature (eleven years) and his service on the Education

Committee of the House appeared to provide acceptable qualifications to fellow legislators seeking information on education.

The Thomas Report was mentioned by several respondents. It is a voluminous report of a study performed at the request of the legislature and deals with education in Michigan. At the time of the current study the Thomas Report was not available to the researcher. The interviewer was shown only the exterior of one copy of the report as one of the legislators mentioned it during an interview. He used the figure of eighty thousand dollars worth of report in his reference to it. The date of the report, its purpose, and usefulness were not clarified. The full report was not available during consideration of 1967 legislation which would limit its potential as a source of information to be reported in this study.

The reference to the Parent Teachers Association combined reference to local and state officers. The five respondents who made reference to this organization were enough to keep it in the ranks of the top twenty on the first tabulation.

The term "Lobbyist" did not identify an individual or an organization, but was used by respondents in what appeared to be a show of respect for the professionals. The suggestion that the lobbyist might also inform the interviewer was also evidenced. This coincided with the

information function ascribed to this group by legislators as described in literature on lobbying cited earlier.

The Educational Council is a group of representatives of organizations of agencies with state-wide interest in education. Detroit Federation of Teachers, Detroit Education Association, The Metropolitan Association for Improved School Legislation, and the Metropolitan Educational Research Association all are Detroit area organizations, but do have state-wide interest in education. Michigan State University, the University of Michigan, and Wayne State University also have membership. The Michigan Association of Intermediate School Administrators, the Michigan Association of School Administrators, the Michigan Association of School Boards, the Michigan Association of Community College Administrators, the Michigan Association of School Business Officials, the Michigan Congress of Parents and Teachers, the Michigan Education Association, the Michigan Federation of Teachers, the Equalization Group (organization of low valuation school districts), the Retired Teachers' Association, and the Michigan Department of Education complete the list of eighteen organizations with regular representation to the Educational Council. The discussions of this group are held primarily to air views on needed or proposed legislation concerned with education for the purpose of providing a united front wherever possible.

Initial Tabulation of Responses

After the interview records had been examined and those answers indicating related sources had been identified, a preliminary tabulation was made. This table was examined for possible regrouping. Names and organizations were checked for further correlation. Each respondent's home district was identified to permit grouping of responses in the category of "local superintendent or board of education" where true. It was also necessary at this time to examine the listing of legislative agents for the purpose of grouping reported agents and their organization under a single heading.

Table 2 is the result of ranking reported informants according to the number of respondents who reported the named source. The table provided a basic listing of informants which was used in other tabulations.

The local superintendent or board of education appeared as a response on thirty-six of the thirty-seven interview reports. The two questions (number eight and sixteen) which asked in effect, "Whom do you believe would be most likely to know the effect of a state school aid act on a specific district in your constituency?" received answers indicating that the respondents believed that the local superintendent or board of education was aware of the local effects of the state school aid act.

The Michigan Department of Education or the State Board of Education was rated as informant by thirty-three



TABLE 2.--Informants ranked by number of respondents reporting them.

Informant	Number of Respondents Naming Informant
1. Local school official (Supt. or Bd. of Ed.)*	36 = 97.3%
2. Mich. Dept. of Ed. or State Bd. of Ed.	33 = 89.2
3. Michigan Education Association	21 = 56.8
4. Budget Bureau, Mich. Dept. of Administration	17 = 45.9
5. Legislative Fiscal Agency	15 = 40.5
6. Michigan Association of School Administrators	13 = 35.1
7. Intermediate School District Superintendents	12 = 32.4
8. Michigan Association of School Boards	11 = 29.7
9. "Self"	10 = 27.0
10. Detroit Board of Education**	10
11. Appropriations Committee	9 = 24.3
12. Grand Rapids Board of Education**	8 = 21.6
13. Michigan Federation of Teachers	6 = 16.2
14. Representative Clifford Smart	6
15. Friends of Michigan Schools	5 = 13.5
16. Representative George Montgomery	5
17. The "Thomas Report" (A Legislative Report)***	5
18. Flint Board of Education**	5
19. Parent Teachers Association	5
20. "Lobbyists"	4 = 10.8
21. Local People	4
22. Education Committee	4
23. Michigan Council of Community College Admin.	2 = 5.4
24. Citizens Research Council	2
25. Parochial School Representatives	2
26. Teachers	2
27. Individual Colleges	2
28. Dr. John Hannah, President of Michigan State Univ.	2
29. Representative Martin Buth	2
30. Representative Louis Schmidt	2
31. Organization of Low Value School Districts	2
32. Legislative Service Bureau	1 = 2.7
33. Vocational Education Directors	1
34. Faculty of University of Michigan	1
35. Michigan State Police	1
36. Michigan Public School Retirement Fund Board	1
37. County Allocation Board Chairman	1
38. Senator Robert Vander Laan	1
39. Michigan Library Association	1
40. Mrs. Mills (Private person for pre-school ed.)	1
41. Michigan Department of Treasury	1
42. Farm Bureau	1
43. Michigan Association for Retarded Children	1

\*This includes those identified as "local" for legislators from Grand Rapids, Detroit, and Flint.

\*\*This does not include those identified as "local" where this was local with respect to the legislator responding.

\*\*\*This was the report of a study of education needs done at the request of the legislature and paid for with legislative funds.

There was a total of thirty-seven respondents.

respondents. The Michigan Education Association was reported by twenty-one of the thirty-seven persons interviewed. The range of forty-three reported informants and the concentration of high ratings appears to correspond to Rogers' reported findings in his 1955 study.<sup>1</sup> One of the conclusions which was reported for that study was that the large number of choices indicated a widespread opinion leadership, but the few high ratings showed that opinion leadership is especially concentrated in a few individuals. This conclusion is supported by at least two other aspects of the current report. The composite rating emphasizes the wide range of reported informants and the high number of references to a relative few. This is repeated in the tabulations by question or by pairs of questions.

It should be noted that while thirty-seven legislators were interviewed and responded, all respondents did not answer all questions. Seventeen answered "no" to question one which automatically eliminated seven questions (numbers two, three, four, five, thirteen, fourteen and fifteen) from their potential totals. In addition, one other did not answer question three; two others did not answer question four; one other did not answer question fourteen; two others did not answer question fifteen. One did not answer either six or seven. Four responded to number six with "no." This answer eliminated the possibility of an answer to question seven. However, one who

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<sup>1</sup>Rogers, Diffusion of Innovation, pp. 226-227.

had answered "no" to question one and given no answers for most of those dependent upon a "yes" answer, did interject an answer for number thirteen.

TABLE 3.--Quantitative data regarding responses.

Respondents Answering				
Fourteen respondents (38%)	answered	19 questions	(100%)	
Three respondents ( 8%)	answered	18 questions	( 95%)	
Two respondents ( 5%)	answered	17 questions	( 89%)	
One respondent ( 3%)	answered	16 questions	( 84%)	
One respondent ( 3%)	answered	13 questions	( 68%)	
Eleven respondents (30%)	answered	12 questions	( 63%)	
Three respondents ( 8%)	answered	11 questions	( 58%)	
Two respondents ( 5%)	answered	10 questions	( 52%)	
Thirty-seven respondents answered 568 questions ( 98%)				
Potential answers numbered 580.*				
Questions Evoking Responses				
Nine questions (47%)	were answered by	37 respondents	(100%)	
One question ( 5%)	was answered by	36 respondents	( 97%)	
Two questions (10%)	were answered by	32 respondents	( 86%)	
One question ( 5%)	was answered by	21 respondents	( 57%)	
Two questions (10%)	were answered by	20 respondents	( 54%)	
Two questions (10%)	were answered by	19 respondents	( 51%)	
Two questions (10%)	were answered by	18 respondents	( 48%)	
Nineteen questions received 568 answers.				

\*All nineteen questions could not be answered by some of the respondents. "No" answers to prior questions eliminated 123 potential responses

#### Findings for Question Number Two

Question number two requested that respondents name all witnesses recalled as having testified before the committee. Nineteen sources were identified and listed as responses to this question (see Table 4). They account

for less than half of the informants listed in Table 2. It appears that all recalled sources of information were not recalled as having been witnesses. Table 2 was a ranking of all informants mentioned by any of the respondents in answer to any of the questions in the interview.

TABLE 4.--Summary of responses to question number two by source.\*

Source Named	Number of Responses
Local Supt. or Board of Education	9
Michigan Department of Education	15
Michigan Bureau of the Budget	1
Michigan Education Association	15
Michigan Association of School Admin.	8
Intermediate School District Supt.	5
Michigan Association of School Boards	8
Detroit Board of Education	3
Grand Rapids Board of Education	5
Michigan Federation of Teachers	5
Friends of Michigan Schools	5
The Thomas Report	2
Flint Board of Education	4
Parent Teacher Association	2
"Lobbyists"	1
Education Committee of House of Rep.	1
Individual Colleges	1
Dr. John Hannah	2
Mrs. Mills (Pre-school Education)	1

\*Seventeen legislators did not respond to question number two. Question number two: "Would you name all of those witnesses whom you recall, regardless of the value you might place on their testimony? If you do not recall the name could you recall whom or what the witness represented?"

The three most frequently recalled informant groupings were the Michigan Department of Education or State Board of Education personnel, Michigan Education Association personnel, and the local school district personnel.

Fifteen of the twenty legislators who responded to question number two named the Michigan Department of Education or State Board of Education. Fifteen of the twenty also named the Michigan Education Association. The third most frequent response to the second question indicated local school district officials. It is assumed that each response to this question named only those informants recalled as witnesses.

#### Findings for Questions Three and Fourteen

Questions three and fourteen were intended to be the split halves of a pair of questions requesting the same answers. Both questions did ask that the respondent recall the best prepared witnesses.<sup>1</sup> The Michigan Department of Education ranked highest (Table 5) with a combined total of twenty-five. The Michigan Education Association had twenty, the Local Superintendent or Board of Education had twelve. The Michigan Association of School Administrators, the Intermediate School District Superintendents, and the Michigan Association of School Boards ranked fourth, fifth, and sixth. The sum of the number of times each source was indicated as a response for question three or question fourteen established the rank. A quick comparison of Tables 1, 4, and 5 show similarity among the top ten on all three tables. It may be that well prepared witnesses were recalled most readily.

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<sup>1</sup>Table 5 provides tabulation of responses to questions three and fourteen.

TABLE 5.--Number of responses by questions three and fourteen and source.

Source	Question 3*	Question 14**
Local Supt. or Board of Education	5	7
Michigan Department of Education	11	14
Michigan Education Association	10	10
Michigan Bureau of the Budget	1	4
Legislative Fiscal Agency	--	1
Michigan Association School Admin.	5	6
Intermediate School District Supt.	4	6
Michigan Association School Boards	4	5
Detroit Board of Education	4	2
Grand Rapids Board of Education	2	2
Michigan Federation of Teachers	2	3
Friends of Michigan Schools	2	2
The Thomas Report	1	1
Flint Board of Education	1	2
Parent Teacher Association	1	3
"Lobbyists"	1	--
Parochial School Representatives	--	1
Dr. John Hannah	1	1
Representative Louis Schmidt	--	1
Michigan State Police	--	1

\*Question Number 3 "Which of the witnesses do you remember as being best prepared to testify?"

\*\*Question Number 14 "Would you name those whom you would rate as the best prepared witnesses?"

#### Findings for Questions Number Four and Thirteen

The goal of questions four and thirteen was to identify those witnesses believed worthy of supplying further information if it should be required. Tabulation of responses showed twenty-two of those interviewed as responding the same for both questions. Three respondents had parts of the answers the same, but twelve gave entirely different responses for each of these two questions (see Table 6).

TABLE 6.--Number of responses by questions four and thirteen and source.

Source	Question 4*	Question 13**
Local Supt. or Board of Education	4	9
Michigan Department of Education	9	13
Michigan Education Association	6	9
Michigan Bureau of the Budget	1	2
Legislative Fiscal Agency	--	2
Michigan Association School Admin.	2	5
Intermediate School District Supt.	4	3
Michigan Association School Boards	3	2
"Self"	--	1
Detroit Board of Education	1	3
Appropriations Committee	--	1
Grand Rapids Board of Education	1	1
Michigan Federation of Teachers	1	2
Friends of Michigan Schools	1	4
The Thomas Report	1	1
Flint Board of Education	1	1
Parent Teacher Association	1	1
"Lobbyists"	--	1
Letters or Local Taxpayers	--	1
House Education Committee	--	1
Parochial School Representatives	1	--

\*Question Number 4 "Which of the witnesses would you ask to testify now if you felt that more information was needed for any reason?"

\*\*Question Number 13 "If you were to conduct a personal search for information prior to hearing on the proposed 'State School Aid Act of 1968', which of last year's witnesses, if any would you wish to question?"

The Michigan Department of Education personnel or the State Board of Education, the Michigan Education Association, and local school officials ranked as the three most frequent responses. These answers support the same informants who were reported for questions three and fourteen where the query sought the best informed witnesses. One might suppose that if further information were to be

obtained, it might best be sought from these judged to be best prepared. In this respect these findings appear to be consistent.

Findings for Questions Number  
Five and Fifteen

Questions five and fifteen were each answered by ten respondents with answers other than "no." The Michigan Department of Education was indicated as unreliable in six of the twelve responses which specified an unreliable source. Answers "All O.K." and "none" were deemed not to indicate any source which could be identified. The Friends of Michigan Schools organization was the only other informant which drew more than one identifying response naming it as unreliable.

TABLE 7.--Number of responses by questions five and fifteen and source.

Source	Question 5*	Question 15**
Michigan Department of Education	1	4
Michigan Education Association	--	1
Friends of Michigan Schools	1	2
Dr. John Hannah	1	--
Mrs. Mills (Pre-school education)	--	1
"All O.K."	1	--
"None"	6	1
"All except Michigan Dept. of Edu."	--	1

\*Question Number 5 "Do you recall which of the witnesses were not well enough informed to have provided you with useful information?"

\*\*Question Number 15 "Do you recall any witnesses whose testimony you felt you could not use as a basis for judgment? If so, which witnesses?"

Ten respondents answered each of these two questions.



Findings for Questions Number  
Six, Seven, and Seventeen

Question number six served only to lead up to question number seven and, for purposes of tabulation, six and seven were considered as seven only. Question seventeen was intended as a split half for questions six and seven. The correlation of answers was not good. Question number seven had eighty-eight responses compared to only forty-eight responses for question seventeen. While this pair of questions may not have produced the intended results, the responses tend to reinforce the previous tabulations (Tables 1, 4, 5, and 6). It had been expected that these two questions would provide a means of reference to those informants excluded in prior questions. Only eight of the forty-three responses listed in Table 1 were introduced in question seven and an additional two were introduced in question seventeen. "Teachers," "Faculty of the University of Michigan," and "County Allocation Board Chairman" were responses that occurred only for one or both of these two questions and no other place in the responses. None of these appears to be a frequently used source of information as compared to other named sources. Table 8 shows a record of the results of questions seven and seventeen.

TABLE 8.--Number of responses by questions seven and seventeen and source.

Source	Question 7*	Question 17**
Local Supt. or Board of Education	21	13
Michigan Department of Education	10	2
Michigan Education Association	9	5
Michigan Bureau of the Budget	1	--
Legislative Fiscal Agency	2	4
Michigan Association School Admin.	3	2
Intermediate School District Supt.	9	2
Michigan Association School Boards	4	3
"Self"	1	--
Detroit Board of Education	2	--
Appropriations Committee	1	--
Grand Rapids Board of Education	3	1
Michigan Federation of Teachers	4	2
Representative Clifford Smart	2	--
Friends of Michigan Schools	1	--
Representative G. Montgomery Sr.	1	1
The Thomas Report	3	1
Parent Teacher Association	3	2
"Lobbyists"	2	2
Local Taxpayers or letters	1	2
House Education Committee	1	--
Local Teachers	1	3
Representative Louis Schmide	1	--
Equalization Group	1	--
Legislative Service Bureau	--	1
Vocational Education Directors	--	1
Faculty of University of Michigan	--	1
County Allocation Board Chairman	--	1
Mrs. Mills (Pre-school Education)	1	--

\*Question Numbers 6 & 7 "Do you remember any person or organization who provided valuable information outside of committee hearings? Would you identify such person or persons?"

\*\*Question Number 17 "Would you name any person or organization which, though not a formal witness, provided you with information of value?"

Findings for Questions Number  
Eight and Sixteen

Knowledgeable sources of information regarding the effect of the "State School Aid Act" upon one of the respondent's constituent school districts was the response sought for questions eight and sixteen. The respondents all answered both of these questions. Although more than one response was given by some, the local superintendent or board of education was most often named as the most likely source. The State Department of Education was rated as second and the respondent rating himself as a source (the term "self" was used for this grouping) ranked third.

TABLE 9.--Number of responses by questions eight and sixteen and source.

Source	Question 8*	Question 16**
Local Supt. or Board of Education	23	31
Michigan Department of Education	14	4
Michigan Education Association	1	--
Legislative Fiscal Agency	--	2
Michigan Assoc. School Admin.	1	--
"Self"	6	4
Representative Clifford Smart	3	1
Representative G. Montgomery Sr.	1	1
Flint Board of Education	1	--
Representative Louis Schmidt	1	--
Equalization Group	1	1
Legislative Service Bureau	1	--

\*Question No. 8 "If you had wished to know how the 'State School Aid Act' would affect a specific school district in your constituency, whom might you have asked?"

\*\*Question Number 16 "Whom do you believe would be most likely to know the effect of the 'State School Aid Act' on a given school district in the area from which you were elected?"

Findings for Question Number Nine

Question number nine was not paired with another question. The question asked whom the respondent might have asked about "how the 'State School Aid Act' would affect all of the school districts in the state." Forty-six answers were tabulated from the responses of thirty-seven legislators. The Department of Education or the State Board of Education was named twenty-five times. The next highest ranking was shared by the Michigan Education Association, the Legislative Fiscal Agency, and "Self." The latter was a common response to the questions which dealt with creditable sources of information regarding the cost of "State aid." This second place tie was achieved with only four respondents naming each. There were seven other responses naming individual legislators by name. Only five of the responses did not indicate a legislator or a state agency.

TABLE 10.--Number of responses by question nine and source.

Source	Question 9
Michigan Department of Education	25
Michigan Education Association	4
Legislative Fiscal Agency	4
Michigan Association of School Admin.	1
"Self"	4
Representative Clifford Smart	3
Representative George Montgomery Sr.	2
Representative Martin Buth	1
Representative Louis Schmidt	1
Legislative Service Bureau	1

Findings for Questions Number  
Ten and Nineteen

Questions number ten and nineteen both asked the respondent to name the source of the best estimate of the cost of funding any section of the proposed "State School Aid Act." While the Department of Education received more than twice the number of responses given for any other informant, second and third place were occupied by two other agencies of government. The Bureau of the Budget of the Department of Administration of the State of Michigan, better known as the "budget bureau" and the Legislative Fiscal Agency ranked second and third. The Michigan Education Association was not mentioned and the local superintendent or board of education received a single mention for each question.

Forty-seven responses to question number ten were tabulated and forty of these identified with state government. If the legislators themselves were classed with state government, then forty-six of forty-seven responses indicated state governmental agencies. Question number nineteen received forty-eight responses of which forty-four were state governmental agencies. Legislators appear to believe that the agencies of the State of Michigan could give the most reliable estimates of the cost of any section of a proposed "State School Aid Act." The results are consistent with those credited to question nine.

TABLE 11.--Number of responses by questions ten and nineteen and source.

Source	Question 10*	Question 19**
Local Supt. or Board of Education	1	1
Michigan Department of Education	22	23
Michigan Bureau of the Budget	7	9
Legislative Fiscal Agency	10	5
Michigan Association of School Admin.	--	1
Intermediate School District Supt.	--	1
"Self"	2	1
Appropriations Committee	3	2
Representative Clifford Smart	1	2
Representative G. Montgomery Sr.	--	1
Citizens Research Council	--	1
Representative Martin Buth	--	1
Michigan Department of Treasury	1	--

\*Question Number 10 "If you had wished to know the estimated dollar cost to the State of Michigan for any section of the proposed 'State School Aid Act of 1967' whom do you think could have given the most reliable answer?"

\*\*Question Number 19 "Whom do you think could give the best estimate of the cost of funding under any given section of the bill?"

#### Findings for Questions Number Eleven and Eighteen

Questions eleven and eighteen both asked the source of the total dollar cost of a proposed State School Aid Act. Again, the Department of Education was named in the greatest number of responses, with the Bureau of the Budget and the Legislative Fiscal Agency following. The appropriations committee ranked a close fourth when combined scores were used. These two questions received a combined total of one hundred three answers, of which six were not legislators or state governmental agencies.

Table 12 shows only three responses which were non-governmental. The respondents appear to believe that the state government could provide the dollar cost figures best.

TABLE 12.--Number of responses by questions eleven and eighteen and source.

Source	Question 11*	Question 18**
Michigan Department of Education	17	24
Michigan Education Association	2	1
Michigan Bureau of the Budget	7	11
Legislative Fiscal Agency	9	5
Michigan Association of School Admin.	1	--
"Self"	3	--
Appropriations Committee	5	8
Grand Rapids Board of Education	1	--
Representative Clifford Smart	1	--
Representative G. Montgomery Sr.	1	1
"Lobbyists"	--	1
House Education Committee	1	2
Citizens Research Council	--	2

\*Question Number 11 "If you had wished to know the total dollar cost of the proposed bill, whom do you think could have given the most reliable answer?"

\*\*Question Number 18 "Where should one seek the total dollar cost of any of the State Aid proposals?"

#### Findings for Question Number Twelve

The purpose of question number twelve was to take attention away from the "State School Aid Act."

"Would you identify some other piece of education legislation and the sources of information which proved to be of value in making your decision regarding this legislation?"

Thirty-two respondents named twenty-two different informants and identified sixteen topics (see Table 13). Eight of the informants named in response to question twelve had

TABLE 13.--Number of responses by question 12 and source.

Source	*Question 12
Local Superintendent or Board of Education	4
Michigan Department of Education	10
Michigan Education Association	3
Michigan Bureau of the Budget	3
Legislative Fiscal Agency	1
Michigan Association School Administration	1
Intermediate School District Superintendent	3
"Self"	1
Grand Rapids Board of Education	1
Letters of Local Taxpayers	2
Michigan Council Community College Administration	2
Parochial School Representatives	1
Individual Colleges	1
Representative Martin Buth	1
Legislative Service Bureau	1
Vocational Educational Directors	1
Michigan State Police	1
Michigan Public School Retirement Board	1
Senator Robert Vander Laan	1
Michigan Library Association	1
Michigan Farm Bureau	1
Michigan Association for Retarded Children	1

Responses by Topic	Question 12
Vocational Education Act	1
State of Michigan Scholarship Awards	1
Wayne County Community College	1
Intermediate School District Programs	1
Inner City Aid	1
School Bus Law	1
Aid to Parochial School Students	6
Higher Education Appropriation	3
Funding Teacher Retirement	1
Post-Secondary School Guidelines	1
Special Education	2
Aid to Libraries	1
Community College Tenure Act	1
180 Day School Bill	1
Reorganization Bill	2
Property Tax Substitution	1

\*Question Number 12 "Would you identify some other piece of education legislation and the sources of information which proved to be of value in making your decision regarding this legislation?"



had not been named prior to the response to that question. Some legislators did receive information regarding other education legislation from sources different from those which provided information about the "State School Aid Act." Six of the responses to question twelve did not appear as responses elsewhere in the study. Of the forty-two answers naming sources, ten identified the Department of Education or the State Board of Education. Of the twenty-five answers naming topics, six related to aid to parochial school students.

#### A Total Sociometric Score

In one study by Rogers and van Es<sup>1</sup> a score was computed for each respondent on each question and a total sociometric score was also computed for each respondent by adding the total number of choices received for all questions. This score was regarded in that study as the best single measure of overall opinion leadership. The above method of measurement was adapted for this study by scoring for each reported informant or source of information, rather than for each respondent. The purpose of the current study was to identify informants and advisors wherever they were reported to exist. Therefore, the scoring was not limited to respondents. In fact, the respondents received few ratings from fellow respondents.

In this study the total sociometric score was developed without consideration of responses to questions

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<sup>1</sup>Rogers and van Es, op. cit., p. 13.

numbered one, two, five, six, and fifteen. Questions number one and six were designed to evoke a "yes" or "no" answer and served as conversation stimulators only. Question number two requested mention of all informants recalled regardless of the value placed upon their testimony and invited mention of creditable and noncreditable witnesses. Questions number five and fifteen were asking identification of witnesses whose testimony the respondent did not accept. Assuming that influence is related to credibility (for either rational or irrational reasons) of the source, questions five and fifteen should not be counted in a sociometric measure of opinion leadership.

The high score of the Michigan Department of Education or State Board of Education appears to indicate that it is a source of information respected by many of the respondents. One possible concern with considering this source as an opinion leader requires elaboration. Much of the information which is used to establish a state school aid proposal is taken from records. The Michigan Department of Education is custodian of the most complete collection of records of information regarding Michigan public schools. History is often used to provide data for projection of future data. If the Department of Education serves the legislators only as a bookkeeping agency, it may provide information without expressing opinion. If the advice of the Department of Education is also heard

it may be an opinion leader in which leadership is concentrated.

The total sociometric score recorded for the local superintendent or local board of education was slightly more than half of the score recorded for the Michigan Department of Education of the State Board of Education, but was almost double the next lower score. While almost half of these answers were in response to questions of specific local concern, elimination of those responses would not remove the local superintendent or board of education from the second highest rank of sociometric scores.

The Michigan Education Association (scoring third on Table 14) ranks as a leader also. The organization maintains four registered legislative agents and has been actively involved in education at local, state, and national levels.

The responses to questions number five and fifteen were used to establish the negative score shown in Table 14. The score was the total of responses to those questions where the informant was named. A newspaper article reported, "Many legislators have said the Board's four-year history has convinced them that the Board is not an effective body to advise the Legislature on financial matters because of the Board's tendency toward procrastination and unrealistic proposals."<sup>1</sup> The few

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<sup>1</sup>Grand Rapids Press, March 28, 1968, p. 73.

TABLE 14.--Total sociometric score.

Source	Positive <sup>o</sup> Score	Negative <sup>o</sup> Score
1. Michigan Dept. of Ed. or State Bd. of Ed.	198	5
2. Local Supt. or Board of Education*	119	--
3. Michigan Education Association	60	1
4. Budget Bureau, Michigan Department of Admin.	46	--
5. Legislative Fiscal Agency	45	--
6. Intermediate School District Superintendent	35	--
7. Michigan Assoc. of School Administration	28	--
8. "Self"	23	--
9. Michigan Association of School Boards	21	--
10. Appropriations Committee	20	--
11. Representative Clifford Smart	15	--
12. Michigan Federation of Teachers	14	--
13. Detroit Board of Education**	12	--
14. Grand Rapids Board of Education**	12	--
15. Parent Teachers Association	11	--
16. Friends of Michigan Schools	10	3
17. Representative George Montgomery	10	--
18. Thomas Report	8	--
19. "Lobbyists"	7	--
20. Flint Board of Education**	6	--
21. Local People	6	--
22. Education Committee	5	--
23. Teachers	4	--
24. Representative Louis Schmidt	4	--
25. Legislative Service Bureau	4	--
26. Citizens Research Council	3	--
27. Parochial School Representatives	3	--
28. Representative Martin Buth	3	--
29. Organization of Low Valuation School Dist.	3	--
30. Michigan Council of Community College Admin.	2	--
31. Dr. John Hannah	2	1
32. Vocational Education Directors	2	--
33. Michigan State Police	2	--
34. Michigan Department of Treasury	2	--
35. Individual Colleges	1	--
36. Faculty of University of Michigan	1	--
37. Michigan Public School Retirement Fund	1	--
38. County Allocation Board Chairman	1	--
39. Senator Robert Vander Laan	1	--
40. Michigan Library Association	1	--
41. Mrs. Mills	1	--
42. Farm Bureau	1	--
43. Michigan Association for Retarded Children	1	--

<sup>o</sup>The positive score is the sum of all reportings for the informant except reportings answering questions one, two, five, six, and fifteen.

The negative score is the sum of all reportings for the informant in answer to questions five and fifteen.

\*Includes those identified as "local" after interview for legislators from Detroit, Grand Rapids and Flint.

\*\*Does not include identification of this source where this was "local" with respect to legislator.

respondents who answered either of the questions designating noncreditable sources do not provide adequate numbers for definite proof, but the score of the Michigan Department of Education and the State Board of Education does exceed the negative score of all others reported. Festinger's Theory of Cognitive Dissonance cited by Du-Bois<sup>1</sup> states,

Through the process of rationalization the individual attempts to re-establish consonance, i.e., consistency, by changes of cognition, or changes of behavior, or changes of values. However, if the discrepancy between established and new information is too great, one way of maintaining consonance is to reject the new.

The negative score and the newspaper report may indicate that leaders must maintain effective communication with those whom they would lead.

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<sup>1</sup> Cora Dubois, "The Public Health Worker as an Agent of Socio-Cultural Change," Health Education Monographs, No. 5, 1959, pp. 3-19 (Oakland, California: Society of Public Health Educators, Inc.) as printed in Bennis, Benne, and Chin, op. cit., pp. 528-542.

## CHAPTER IV

### SUMMARY

#### Legislative Operations

The members of the Michigan legislature are organized for the division of some of the multitude of duties which befall the body of each house. The committee system segregates, to an extent, the spheres of influence which individual members of the legislature may occupy. As a part of the legislative activity, it is the assigned duty of the committee to assemble information, evaluate information and make recommendations to the legislative parent body.

Legislative proposals regarding education, regardless of origin, will be referred to the education committee of the house of origin. The most decisive action that the committee may take has been described as "Inaction."<sup>1</sup> A committee may decide the form of the proposal to be reported out and can, by virtue of prior preparation and relative expertise, exercise great influence on the floor decision. The committee may truly be a government within a government.

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<sup>1</sup>Gross, op. cit., p. 312.

Any proposal involving expenditure of funds must also survive the appropriations committee of the body of the legislature considering it prior to progressing to the other legislative body, where the same tests must be met. The education legislation providing for financing the public elementary and secondary schools of Michigan must survive the education committee of each body (House of Representatives and Senate) and the appropriations committees of the two bodies. While the bill must pass on the floor of each chamber, this is less likely to prove a block to passage than committee action or inaction.

It is viewed as an improbable contingency that the legislature would not pass a bill providing financial support for the public schools. The annual question is not related to the possibility of being killed in committee, the common hazard for many other proposals, but rather that what shall be its form and amount and will it permit the advance of the Michigan public school system in the quest for improvement?

Act Number 240 of the Public Act of Michigan of 1967, cited as "The State School Aid Act" is the vehicle by which the legislature exercised one of its constitutional duties. This act describes in detail the method and bases for distribution of the funds appropriated in the act. The act limits the funds to be expended for the various forms of categorical aid which it provides. Definition of

terms used and/or circumstances affecting the operation of Michigan public schools is another function of the state school aid act.

### Interpretation of Responses

The legislators who responded to the various questions in the study recalled state school agencies, state educational associations, and local school officials most frequently. These findings correspond with the findings of one section of a study reported by Ferguson which was conducted using state legislators of Ohio, California, New Jersey, and Tennessee. Legislators responding to the current study did place a relatively high credibility on those sources at the state level who had formal positions which dictated that they attempt to influence legislation.

The individuality of the legislators questioned was evident during the interviews in the wide variety of responses which they deemed appropriate. The strongest evidence of independence, however, was the use of the term "self"<sup>1</sup> in response to questions requesting the most reliable source.

With the exception of the agencies of the legislature and the state government, the recalled informants most

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<sup>1</sup>The term "Self" was judged to be the best term suited for summarizing those responses where the respondent stated that he judged himself to be the best source. One legislator stated that he felt that he was obligated to know more about school finance proposed in the legislation than anyone else, and was confident that he did.



often identified were members of the Educational Council. This association of interest groups concerned with education meets weekly during the legislative session to discuss proposals. One of the goals of the council has been to present a united front to the legislature on pertinent legislation.

While the Michigan Educational Council provides one potential grouping which encompasses many of the creditable informants identified in this study, it must be realized that, except for the Michigan Department of Education, the council membership does not include representation of those agencies of the State of Michigan which have a formal prerogative to influence legislation. The legislators, however, appeared to recognize the Legislative Fiscal Agency, the Budget Bureau, committees of the legislature, and individual legislators as the creditable informants which their formal position implies and demands.

The tabulation of the total reported namings of the informants allows another interpretation beyond the sociometric score. Those groupings nearer the top of the ranking appear to be those with the avowed purpose of influencing education legislation. While this is a secondary purpose for some of the state agencies and legislators, it is secondary only with regard to education. Influencing legislation is still their primary function. Those groups who present their cases regularly, with competent

professional legislative agents guiding the presentation apparently make impressions which can be recalled.

It is difficult to place much significance on the naming of those informants who received only one or two mentions. However, the mere fact that they were mentioned allows for the possibility of even the small voice being heard and creating some impression on this ponderous process of government. One might also use the fact of their mention to re-emphasize the idea that the individual legislators each function alone as well as in the various organizations which claim their loyalty and support. One might imply that all of the united fronts of party, committee, or clique may be covering many dissenting opinions. However true any of these possibilities might be, this study has provided no evidence to establish them as fact.

### Conclusions

One general conclusion supported by the findings of this study is that legislators most often reported local school district personnel as creditable informants regarding the local effects of state financial support. This conclusion is even more important in view of the limited opportunity provided for exchange between legislator and local school district personnel. The distance between the legislature and the local district and the nature of some questions both acted against the naming of the local school district personnel as informants.

Another general conclusion supported by the findings of this study is that legislators reported greatest reliance upon state agencies and staffs for financial implications of state school aid for the whole state of Michigan.

A third general conclusion supported by the findings of this study is that the state-wide organizations concerned with education are generally deemed to be creditable informants on matters of financing education.

A fourth general conclusion supported by the findings of this study is that professional legislative agents are providing legislators with information which the legislators accept as reliable.

A fifth general conclusion supported by the findings of this study is that the pattern of informants varies as the topic varies.

A summary of the conclusions expressed in terms of the purpose of this study is that local sources of information are creditable and useful for the consideration of local effects, state agencies and staffs are creditable for state-wide fiscal information, state-wide organizations with legislative agents are respected as creditable informants, and that the relative ranking of usefulness and credibility may vary with the topic being considered.

The specific identification of individuals named would have fragmented the findings to a point where generalization would not have been feasible. The forty-three

groupings listed in Table 1 could be further consolidated into local organizations, state-wide organizations, agencies of state government, and individuals or minor groups. The general conclusions summarized in the previous paragraph, attempt to utilize this broader categorization. The reported credibility of the informants varied directly with the organizational scope of the informant, i.e. local for local effect, state-wide for state-wide effect.

#### Operational Aspects

The operational aspects of this study have convinced the researcher that a questionnaire dependent upon return by mail would not have been effective. Most of the legislators did not have available, at the time of the interview, the original interview guide. Some stated that they threw questionnaires out. The personal persistent follow-up seemed to be important to getting the results sought.

Another operational aspect of the study deemed important for any degree of success is finding an acceptable sponsor. Without the supporting letters from legislative leaders, many of the interviews would not have been granted. In fact, even with the letters, a few telephone calls and one personal introduction to the respondent by a legislative leader were required. Knowledge of the personal image created by each legislator was helpful. In spite of all precautions and preparations some few interviews were

terse even to the extent of implying that this was being tolerated but nothing more.

One other operational aspect to be considered in dealing with legislators must surely be timing. Timing from the point of being a meaningful issue at the time of interview, timing to avoid the pressures that mount during the session, and timing of the hour of the day and the day of the week all help to establish the setting of the interview. If the setting is such that a report cannot be established, much of the interview will be a task of salvaging what little can be saved and results will not be complete.

#### Suggestions for Further Study

One suggestion for further study stimulated by activities of the current study is a role analysis to determine the role of the Michigan Department of Education as perceived by personnel of that organization and legislators, state-wide organizations of the Educational Council, and local school district personnel. This proposed research might be broadened or limited for the purpose of investigating the possible role conflict of the Department of Education, specifically to determine if there does exist conflict between the roles of regulatory agency and advisory agency which are both assigned to the Michigan Department of Education.

Another suggestion for investigation would be to examine the finances devoted to legislation by each organization on the listing of the first table to search for a correlation of financing with ranking on either list (Table 2 or Table 14).

The current study might be expanded to search for overlapping memberships in the groups.

A number of the informants listed in the current study could be subjected to a self-designating opinion leadership questionnaire. A sociometric type evaluation limited to members of a group selected from sources identified by this study might be made to identify opinion leadership within this group as an attempt to determine leadership among the informants.

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## APPENDICES

APPENDIX A

INTRODUCTORY LETTERS

Clifford J. Bedore, Jr. -- Sidney, Michigan 48885

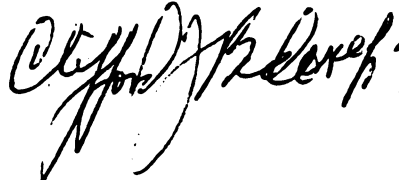
January 30, 1968

Dear Representative Montgomery,

I am enclosing the endorsement of Representative Russell Strange along with the questions which I would propose to ask of you if you would grant me an interview in the near future. As you can see from the questions and the explanation of purpose, such an interview would be relatively short. Recognizing that the pace of the work of legislation increases as the session goes on, I should prefer to have the interview take place very soon in order that it would create a minimum of interference with your work.

Within the next week I shall call upon your secretary in order to establish a time suitable to your schedule when an interview might be possible.

Sincerely,

A handwritten signature in cursive script, appearing to read "Clifford J. Bedore, Jr.", written in dark ink.

THIRTIETH DISTRICT  
 EMIL LOCKWOOD  
 106 SURREY ROAD  
 ST. LOUIS, MICH.  
 48880

THE SENATE  
 LANSING, MICHIGAN

MAJORITY LEADER

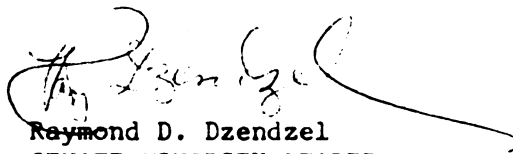
January 24, 1968

Dear Senators:

Mr. Clifford J. Bedore, Jr. is working on a research project involving a series of brief interviews with some legislators. Our purpose in writing this letter is to endorse this project and to respectfully suggest that you assist Mr. Bedore by granting him an interview some time in the near future.

Sincerely,

  
 Emil Lockwood  
 SENATE MAJORITY LEADER

  
 Raymond D. Dzendzel  
 SENATE MINORITY LEADER

VK

HOUSE OF REPRESENTATIVES  
LANSING, MICHIGAN

180TH DISTRICT  
RUSSELL H. STRANGE  
131 N. LANSING  
MT. PLEASANT, MICHIGAN 48858  
LANSING PHONE:  
AREA 517-573-0234

MEMBER OF COMMITTEES ON  
ELECTIONS, CHAIRMAN  
HOUSE POLICY  
MENTAL HEALTH  
TAXATION

ASSISTANT REPUBLICAN  
CAUCUS CHAIRMAN

January 24, 1968

Dear Representative Jowett:

Mr. Clifford J. Bedore, Jr. is working on a research project involving a series of brief interviews with select members of the Michigan Legislature.

Any assistance you could give Mr. Bedore by granting him an interview would be most appreciated.

Sincerely,

  
RUSSELL H. STRANGE  
State Representative

RHS: pmd

APPENDIX B

INTERVIEW GUIDE AND

QUESTIONS

## INTERVIEW GUIDE

### Introduction

Legislators face many complex decisions involving common sources of information. Therefore selected committees of both houses appear to provide a group of decision makers suited to the purpose of this study.

These questions are to be asked of all members of the Education Committees and Appropriation Committees of both the House of Representatives and the Senate of the State of Michigan. No respondent will be identified with his responses. It is the purpose of this study to determine from persons who are involved in decision making whether the same sources of information regarding a given problem are judged to be useful and creditable by a significant number of respondents.

All questions are intended to be related to consideration of the legislative proposals which eventually became Act No. 240 of the Public Acts of Michigan of 1967 often referred to as "The State School Aid Act of 1967." The questions which follow should provide for a structured interview which should be brief and relevant.



QUESTIONS FOR SOCIOMETRIC MEASUREMENT TO  
DETERMINE OPINION LEADERSHIP

1. Do you recall any of the witnesses who testified before the Education (Appropriation) Committee while considering the "State School Aid Act of 1967" (Act No. 240 of the Public Acts of 1967)? Yes          No
2. Would you name all of those witnesses whom you recall, regardless of the value you might place on their testimony? If you do not recall the name could you recall whom or what the witness represented?
3. Which of the witnesses do you remember as being best prepared to testify?
4. Which of the witnesses would you ask to testify now if you felt that more information was needed for any reason? (If not the same as 3 above, why not?)
5. Do you recall which of the witnesses were not well enough informed to have provided you with useful information?
6. Do you remember any person or organization who provided valuable information outside of committee hearings?
7. Would you identify such person or persons?
8. If you had wished to know how the "State School Aid Act" would affect a specific school district in your constituency, whom might you have asked?
9. If you had wished to know how the "State School Aid Act" would affect all of the school districts in the State of Michigan, whom might you have asked?
10. If you had wished to know the estimated dollar cost to the State of Michigan for any section of the proposed "State School Aid Act of 1967" whom do you think could have given the most reliable answer?
11. If you had wished to know the total dollar cost of the proposed bill, whom do you think could have given the most reliable answer?
12. Would you identify some other piece of education legislation and the sources of information which proved to be of value in making your decision regarding this legislation?

13. If you were to conduct a personal search for information prior to hearing on the proposed "State School Aid Act of 1968," which of last year's witnesses, if any, would you wish to question?
14. Would you name those whom you would rate as the best prepared witnesses?
15. Do you recall any witnesses whose testimony you felt you could not use as a basis for judgment? If so, which witnesses?
16. Whom do you believe would be most likely to know the effect of the "State School Aid Act" on a given school district in the area from which you were elected?
17. Would you name any person or organization which, though not a formal witness, provided you with information of value?
18. Where should one seek the total dollar cost of any of the state aid proposals?
19. Whom do you think could give the best estimate of the cost of funding under any given section of the bill?

## APPENDIX C

### SUMMARY OF RESPONSES

TABLE 15.--Summary of responses by question and source.

	Question																		
	2	3	4	5	7	8	9	10	11	12	13	14	15	16	17	18	19		
1. Local Supt. of Board of Education	9	5	4	--	21	23	--	1	--	4	9	7	--	31	13	--	1		
2. Michigan Department of Education	15	11	9	1	10	14	25	22	17	10	13	14	4	4	2	24	23		
3. Michigan Education Association	15	10	6	--	9	1	4	--	2	3	9	10	1	--	5	1	--		
4. Michigan Bureau of the Budget	1	1	1	--	1	--	--	7	7	3	2	4	--	--	--	11	9		
5. Legislative Fiscal Agency	--	--	--	--	2	--	4	10	9	1	2	1	--	2	4	5	5		
6. Michigan Assoc. School Admin.	8	5	2	--	3	1	1	--	1	1	5	6	--	--	2	--	1		
7. Intermediate School Dist. Supt.	5	4	4	--	9	1	--	--	--	3	3	6	--	2	2	--	1		
8. Michigan Assoc. School Boards	8	4	3	--	4	6	--	--	--	1	2	5	--	4	3	--	--		
9. "Self"	--	--	--	--	1	2	4	2	3	1	1	1	--	--	--	--	1		
10. Detroit Board of Education	3	4	1	--	2	--	--	--	5	--	3	2	--	--	--	--	--		
11. Appropriations Committee	--	--	--	--	1	--	--	3	--	--	1	1	--	--	--	8	2		
12. Grand Rapids Board of Education	5	2	1	--	3	--	--	--	1	1	1	2	--	--	1	--	--		
13. Michigan Federation of Teachers	5	2	1	--	1	--	--	--	--	--	2	3	--	--	2	--	--		
14. Representative Cliff Smart	--	--	--	--	2	3	5	1	1	--	4	2	2	1	--	--	2		
15. Friends of Michigan Schools	5	2	1	1	1	1	2	--	1	1	--	1	--	1	1	1	1		
16. Representative G. Montgomery	--	--	--	--	3	1	--	--	--	--	1	1	--	--	2	--	--		
17. The Thomas Report	2	1	1	--	--	1	--	--	--	--	1	2	--	--	1	--	--		
18. Flint Board of Education	4	1	1	--	3	1	--	--	--	--	1	3	--	--	2	--	--		
19. Parent Teacher Association	2	1	1	--	2	--	--	--	--	2	1	1	--	--	2	1	--		
20. "Lobbyists"	1	1	--	--	1	--	--	--	--	--	1	1	--	--	2	1	--		
21. Letters or Local Taxpayers	--	--	--	--	1	--	--	--	--	2	1	--	--	--	2	2	--		
22. House Education Committee	1	--	--	--	1	--	--	--	1	2	1	--	--	--	--	2	--		
23. Mich. Coun. Com. Col. Admin.	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--		
24. Citizens Research Council	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--		
25. Parochial School Representatives	--	--	1	--	--	--	--	--	--	1	--	1	--	--	--	2	1		
26. Local Teachers	--	--	--	--	1	--	--	--	--	1	--	--	--	--	3	--	--		
27. Individual Colleges	1	--	--	--	--	--	--	--	--	1	--	--	--	--	--	--	--		
28. Dr. John Hannah	2	1	--	1	--	--	--	--	--	--	--	1	--	--	--	--	--		
29. Representative Martin Butth	--	--	--	--	--	--	1	--	--	1	--	--	--	--	--	--	1		
30. Representative Louis Schmidt	--	--	--	--	1	1	1	--	--	--	--	1	--	--	--	--	--		
31. Equalization Group	--	--	--	--	1	1	1	--	--	--	--	--	--	1	--	--	--		
32. Legislative Service Bureau	--	--	--	--	--	1	--	--	--	1	--	--	--	--	1	--	--		
33. Vocational Education Directors	--	--	--	--	--	--	--	--	--	1	--	--	--	--	1	--	--		
34. Faculty of University of Michigan	--	--	--	--	--	--	--	--	--	1	--	--	--	--	1	--	--		
35. Michigan State Police	--	--	--	--	--	--	--	--	--	1	--	1	--	--	--	--	--		
36. Mich. Pub. Sch. Retirement Board	--	--	--	--	--	--	--	--	--	1	--	--	--	--	--	--	--		
37. County Allocation Bd. Chairman	--	--	--	--	--	--	--	--	--	1	--	--	--	--	1	--	--		
38. Senator Robert Vander Laan	--	--	--	--	--	--	--	--	--	1	--	--	--	--	--	--	--		
39. Michigan Library Association	--	--	--	--	--	--	--	--	--	1	--	--	--	--	--	--	--		
40. Mrs. Mills (Pre-School Ed.)	1	--	--	--	1	--	--	--	--	1	--	--	1	--	--	--	--		
41. Michigan Farm Bureau	--	--	--	--	--	--	--	--	--	1	--	--	--	--	--	--	--		
42. Michigan Department of Treasury	--	--	--	--	--	--	--	1	1	1	--	--	--	--	--	--	--		
43. Michigan Assoc. Retarded Children	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--		
"All O.K."	--	--	--	1	--	--	--	--	--	--	--	--	--	--	--	--	--		
"None"	--	--	1	6	--	--	--	--	--	--	--	--	--	--	--	--	--		
"All Except Mich. Dept. of Ed."	--	--	--	--	--	1	--	--	--	--	--	--	--	--	--	--	--		
"Any of Them"	--	--	1	--	--	--	--	--	--	--	--	--	1	--	--	--	--		
"More than One"	--	--	1	--	--	--	--	--	--	--	--	--	--	--	--	--	--		
TOTAL	93	55	40	10	88	55	48	47	49	43	63	72	10	46	51	54	48		

## APPENDIX D

### HOW A BILL BECOMES LAW

# PASSAGE OF A LEGISLATIVE BILL . . . a complicated procedure

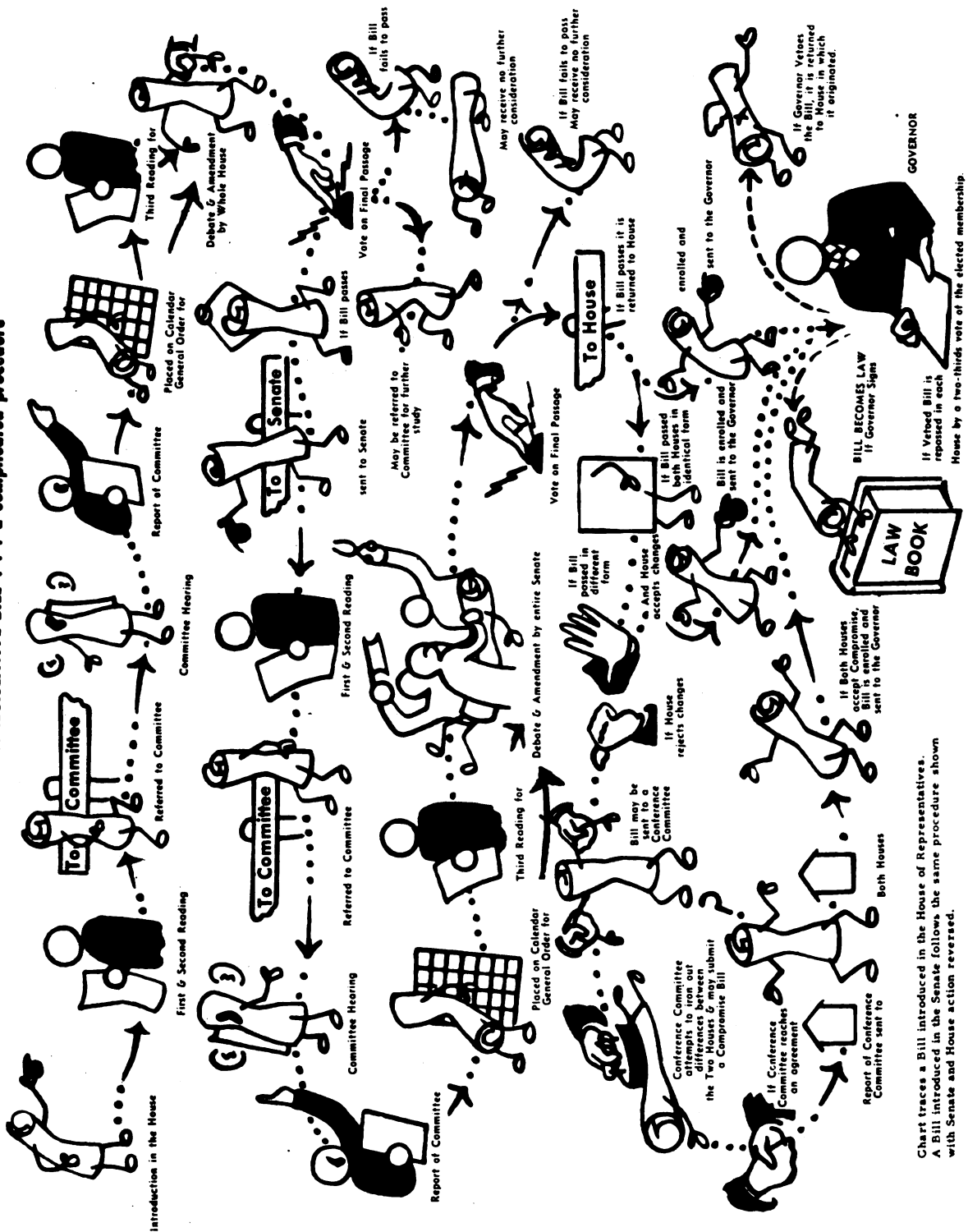


Chart traces a Bill introduced in the House of Representatives. A Bill introduced in the Senate follows the same procedure shown with Senate and House action reversed.

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