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ABSTRACT

This thesis focuses on the feasibility of using community school councils as tools for increasing lay participation in school planning. The report describes community school councils as either those lay groups recognized and encouraged by the school, or the independent committees spawned by conditions in the community. Guidelines are provided for establishing community school councils on either a permanent or an ad hoc basis and for assuring that participation in such councils is effective. Included are case studies of citizen participation in Baltimore, Maryland and in Dayton, Ohio. (JF)

A STUDY OF LAY PARTICIPATION

IN THE PUBLIC SCHOOLS

Presented to

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Miami University

in partial fulfillment of

a research internship:

Miami University

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PART I

GENERAL BACKGROUND AND BASIS FOR COMMUNITY SCHOOL COUNCILS

CHAPTER I

INTRODUCTION

This research project on community school councils is under sponsorhsip of the Southwestern Ohio Educational Research Council (SWOERC) which is operating in the third year of a federal grant. Trainees under the supervision of SWOERC Director, Dr. Eldon Wiley, may study a topic submitted by one or more of the thirty-one member schools or select a topic of their own choosing. The latter prerogative was taken in this study of community school councils.

Three related research projects developed during the 1968-69 academic year were spawned by needs expressed in the Dayton Model Cities Project. The intent of this tripartite approach is that each will compliment the other and provide information beneficial to school systems in search of concepts to improve educational opportunities to the students and communities they serve.

CHAPTER II

RATIONALE FOR THE STUDY

The Problem

The public school scene in America today is indicative of the rapid changes taking place during the post World War II era. Technological development, population increase and migration, economic growth, transportation and communication systems have all mushroomed and public education has been a benefactor of these developments. For instance:

1. Technological development has mechanized the classroom. In order to meet the challenge of operating mechanical devices and adapting the curricular materials for presentation teachers tend to specialize. This tendency toward specialization in a particular field has brought about new languages, pertinent only to that field, and created a communications gap between the professional and the laymen of the community.[1]

2. The population increase, triggered by the "baby boom" following World War II, teamed with rising costs of material and human resources has placed financial stress

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[1]Harold Howe, Jr. "Educator, Layman Must Be A Team," American School Board Journal, 153:65-67; July, 1966.

upon the educational system to provide facilities for a growing number of students.

3. Transportation has provided the means for a population to become exceedingly mobile. This provision allows a person to live in the suburbs, with its less crowded conditions, and yet enjoy the cultural and vocational offerings of the city. Making people feel a loyalty to a particular community and involving them meaningfully in the decision making process of the public school presents problems to boards of education and educators.

4. The current tendency is toward larger school districts with the intent of providing better services more economically to all the students. Increased size compounds the problem of communication. A two-way communications system is a must for any school district to keep the lay community alerted to activities of the school, and in turn, to stay tuned to the wishes of its lay community.

Problem Focus

Formal organizations e.g., boards of education, exist within school districts and have statuatory powers and responsibilities. They formulate policies that serve as guidelines for the total educational program of the schools in their district. Based upon evidence from the lay community and professional educators they must request tax monies to provide adequate implementation of the educational program.

There are also informal types of organizations that exist within school districts such as parent-teacher associations, athletic booster clubs, music parents, community school councils, etc. This paper will focus upon the community school council which is one of the informal organizations that functions within a school community. Griffiths views the informal organization as "the system of interpersonal relations which forms within an organization to affect decisions of the formal organization and this system is omitted from the formal scheme or is in opposition to it."[2] It is probably fortunate that the majority of informal organizations operating in the school community are healthy supplements to the formal organizations.[3]

Community school councils can be of two types: those recognized and encouraged by the school or independent committees spawned by conditions within the community or some outside influence.[3] Community school councils have been successfully organized in communities of various sizes; however,

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[2]Daniel E. Griffiths, "Towards a Theory of Administrative Behavior," Administrative Behavior in Education. Edited by Roald Campbell and Russell T. Gregg. (New York: Harper and Bros., 1957).

[3]Lawrence Iannoccone, "An Approach to the Informal Organization of the School," The Sixty-Third Yearbook of the National Society for the Study of Education, Part II, Edited by Daniel Griffiths, (Chicago: University of Chicago Press, 1964), p. 225.

[4]Edward Smith, Stanley W. Krouse, Jr. and Mark Atkinson, "Citizens Committees," The Educator's Encyclopedia, (New Jersey: Prentice-Hall, Inc., 1961), p. 816.

those having school sanction have been most productive. Cooperative efforts between school officials and lay citizens, many of whom possess latent abilities, can go far in the solution of common educational problems. Lay citizens are valuable community resources that remain untapped in many communities.

Schools seeking to change a negative image and gain citizen support should begin a quest for ways to involve their citizens. Research studies have shown that persons involved with the schools as board members, or even less responsible positions, are seldom included among those who attack the schools with stereotyped criticism. Those who know schools best are generally positive in their feelings about schools and less apt to possess". . . the desire to hold down taxes and preserve the status quo."[5]

Term Definition

The following definitions of terms will be used in this study.

Formal organizations. This term refers to organizations that have statuatory recognition and authority, e.g. boards of education.

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[5]James M. Shipton and Eugene Belisle, "Who Criticizes the Public Schools?" Phi Delta Kappan, 37:303-307; April, 1956.

Informal organizations. Many organized community groups exert informal control on the schools. Some commonly known are the parent-teacher organizations, booster clubs, music parents, community school councils and teacher associations.

Decision-making. The process of obtaining evidence and determining action within the legal framework.

Community school councils. These are advisory groups of lay citizens forming, with or without school boards' sanction, across the United States. They are referred to as informal since they are not typically recognized as a part of the more formal structure of schools such as: Boards of Education. These informal councils can wield influence in the decision-making within the school district.

Objectives

The literature is saturated with acknowledgement of the right of the community to be actively involved in educational planning.[6] Summarizing the feelings of many educational writers is this resolution adopted by the American

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[6]See Roald Campbell, et al., "School Oriented Groups," The Organization and Control of American Schools, (Columbus: Merrill Books, Inc., 1965), Chapter 12; Gordon McCloskey, "Citizen Participation," Education and Public Understanding, Second Edition, (New York: Harper & Row Publishers, 1967), Chapter II; and Edgar L. Morphet, "Introduction," Citizen Co-operation for Better Public Schools, (Fifty-third Yearbook of the National Society for the Study of Education [Chicago: University of Chicago Press, 1954]).

Association of School Administrators in Atlantic City in 1951.

> We affirm our faith in cooperative planning by school and community groups in order to serve better the needs of youth and society. All such cooperative activities must be carried on in close relationship with the board of education, the body legally constituted to operate the schools.

Recognizing public education as a public responsibility requires organizational provisions that encourage free interchange of ideas relevant to and pursuant of the educational goals each school community has established.[7]

This study of community school councils should:

1. Reveal the logical basis for community school council formation;

2. Present some hazards that could prove detrimental to smooth operations of a school system;

3. Establish guidelines for communities contemplating establishment of councils or having councils in the embryonic stages of formation; plus suggested first year activities;

4. Provide a list of specific objectives that an individual council could adapt or adopt; and

5. Cite some current programs where communities are actively engaged in implementing federal programs aimed at citizen involvement. Unique features of each suggest varied approaches being used.

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[7]Mary Enders, "The Organization of Citizen Committees," The School Executive, January, 1952, pp. 56-57.

Review of Related Literature

Sensing the crucial role that schooling plays in individual and group welfare, Americans have exercised their right to participate in the formulation of educational policy since 1642.[8] The early settlers used the New England town meeting as their sounding board. That type of citizen involvement remained popular as long as the population remained manageable in number, fairly stable in location, and homogeneous in nature. For about 200 years this organizational pattern remained operational with some modifications. For instance, new state laws permitted parent school districts to form a school attendance area where six or more families wished to establish and support one. This appealingly simplistic pattern prevailed into the nineteenth century when the Massachusetts legislature ". . . established the town school committee (school board) as a separate governmental body."[9]

The departure from school management's being a function performed by lay citizens was extended further by the merger of school districts, creation of the office of superintendent and in 1838 Cincinnati, Ohio, used a principal-teacher for the first time.[10] Continuous growth in school

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[8]Gordon McCloskey, Education and Public Understanding Second Edition, (New York: Harper & Row Publishers, 1967), p. 6.

[9]Roald Campbell, Luvern Cunningham and Roderick McPhee, The Organization and Control of American Schools, (Columbus: Merrill Books, Inc., 1965), p. 8.

[10]Ibid., p. 9.

populations and professionalization by school personnel extended into the 1900's.

Citizen participation experienced a rebirth in the first-half of the twentieth century. John Hull[11] conducted a pioneer study in citizen participation in 1949 and traced one citizen group to 1919. At the time Hull conducted his study sixty-two active committees were operating in the United States.

The year 1949 proved to be a milestone in the citizens committee movement. In May of that year, the National Citizens Commission for Public Schools was established with headquarters in New York City. The commission was formed as a result of the convictions held by a number of national leaders that better solutions to a number of school problems could be formulated through cooperative action. Since the quality of a school depends upon the hopes and aspirations of citizens for their children, these leaders felt that increased citizen activity on behalf of better schools ". . . could be stimulated and channeled through encouragement and assistance in establishing citizens committees at the local level."[12] In 1951 the number of local citizens committees was estimated to be about 1500 and by 1959 the estimate was that some 17,000 committees were operating in the United States.

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[11] John H. Hull, "Lay Advisory Committees to Boards of Education in the United States," Abstracts of Dissertations, (Los Angeles: University of Southern California, 1948-49).

[12] Gene C. Fusco, Citizens Committees for Better Schools, United States Department of Health, Education, and Welfare, Washington, D. C., 1964, p. 2.

When the charter for the National Citizens Commission for the Public Schools expired in 1956, its successor--the National Citizens Council for Better Schools--carried on the work. In December, 1959, the National Citizens Council disbanded in accordance with their original plan and transferred all its printed materials to the National School Boards Association and to the New York State Citizens Committee for Public Schools which has served as a pilot operation for other states.[13]

Sumption and Engstrom[14] testify to the phenominal growth of lay participation during the 1950's and note the barrage of severe criticism heaped upon the public schools during that period. They attribute much of the criticism to the fact that schools accepted new responsibilities during this stretch of time and had to cope with rapid changes in transportation, media of communication, economic patterns and rising costs.

Harold Howe, Jr., former United States Commissioner of Education, expresses the belief that the transition from generalization to specialization in education has encouraged lay participation on a large scale.[15] Specialization tends

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[13] Ibid., p. 3.

[14] Merle R. Sumption and Yvonne Engstrom, "How the Community Participates," School-Community Relations: A New Approach, (New York: McGraw-Hill Book Company, 1966), pp. 49-50.

[15] Howe, Jr., op. cit., p. 66.

to create new and somewhat esoteric languages which in turn alienate the lay citizen. Active participation becomes the citizen's instrument for bridging the schism between professionals and laiety because it provides an opportunity for direct face to face confrontation.

Support for Howe's beliefs are expressed by Miller and Wiles[16] who have worked over a span of seven years with fifteen different citizens councils. They report "increased professionalization of education has pushed lay citizens farther and farther away from the schools of their community."

Added empitus to rapid change was provided by the types of machinery made available to the farmer following World War II. Massive machines, frequently self-propelled and designed for one man operation, permitted a single farmer to accomplish the same amount of work formerly requiring the efforts of ten men. Thus the same force that relegated the work horse to obsolescence dealt a lethal blow to the heretofore farm laborer. Now unemployed he was forced to search for work in the growing urban centers.

Accompanying this flow of excess farm laborers to the urban centers was "bumper" crop of youngsters which sent enrollments spiralling. Rapid shifts in demographic location by an increasingly mobile population increased the problems

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[16]John Miller and Marion Wiles, "The Successful Operation of Citizens Committees," The School Executive, January, 1952, pp. 58-59.

of long range planners. Evidence of the population shift was the fact that the United States changed from a basically agricultural society in 1940 to one in which seventy per cent of the people will reside in or around metropolitan centers by 1970.[17]

Institutional adjustments frequently lag behind social changes. For instance, a seven man board of education might represent 15,000 people in a small town whereas the same number of members might represent 3,000,000 people in a large city such as Los Angeles, California.[18] Along with the growth in numbers has come increased heterogeneity which makes adequate representation of the poor, minority groups, religious groups, ethnic groups, economic groups, business groups, industrial groups, etc., by boards of education a Herculean task.

These are but a few of the forces exerted on the educational system; however, they are indicative of why citizens have felt an urge to become "involved" in education or be left without adequate representation in this vital area. Thelen views the situation in this perspective: "Schools may find citizen involvement is the only way it will be able to

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[17]Marilyn Gittell (Ed.) Educating an Urban Population, (New York: Sage Publications, 1967), p. 17.

[18]Luvern L. Cunningham and Raphael O. Nystrand, "Citizen Participation in School Affairs: A Report to the Urban Coalition," (Columbus: The Ohio State University, 1968), p. 4.

solve its financial problems; develop sets of future goals that will appeal to the community; and then seek the best ways of using the available resources in attaining the established goals."[19]

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[19]Herbert A. Thelen, Education and the Human Quest, (New York: Harper and Brothers, 1960), p. 196.

CHAPTER III

GUIDELINES FOR ORGANIZATION

Representative Membership

When communities do move to initiate community school councils, they will need to answer some pertinent questions. Who should be members of the councils? What is meant by representative membership? Will a member from each active club or organization in the community give good representation? Does an elected board of education automatically represent the whole community? Since boards hold open public meetings, will this guarantee individuals being heard?

If a council is to speak for the community as a whole, it must have members from each of the various interest groups or direct contact with each group. The former is most desirable but may create still another problem if the group becomes so large in number little is accomplished. This does not rule out the possibility of requesting the service of many more members during some specific undertaking where large numbers help insure success.

Consideration should be given to people who reflect community interests in terms of various economic, political, religious and social groups. Geographical, racial and ethnic

consideration is also important.[20] Morphet[21] warns that tendencies to involve only adults, or dominant social and economic groups leaders may bring only limited benefits to the entire community population. Former and current students, low-economic-level groups and minority groups all have unique contributions to make and they should not be overlooked.

Having membership from each club or organization in the community does not necessarily guarantee representiveness of the council. A representative may have strong feelings about particular interests or projects of the organization he represents and his judgement may be swayed away from the general welfare of the community as a whole. Before selection is decided, a scrutinizing look should be taken to determine whether or not some elements of the community are discriminated against and their membership to local organizations barred. Such cautions are posted not to discourage this type of membership selection but to point out possible shortcomings. An analogous situation is the driver of an automobile who adjusts his speed and direction when curve warning signs are posted; but he does not necessarily discontinue his forward progress.

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[20]Arthur B. Moehlman and James van Zwoll, "Lay Advisory Bodies," School Public Relations, (New York: Appleton-Century-Crofts, Inc., 1957), p. 436.

[21]Edgar L. Morphet, "Co-operative Procedures Should Be Based on Sound Principles," Citizen Cooperation for Better Schools, The Fifty-third Yearbook of the National Society for the Study of Education, (Chicago: University of Chicago Press, 1954), p. 249.

Elected boards of education can be representative of a community. The size, population and homogeneity of the community are important factors. An increase in size or population thins the representiveness of each board member and increased heterogeneity means a board member is less likely to represent all segments of the population equally or satisfactorily.

Two past studies indicate that school boards are not representative of the entire public. In 1926, Counts[22] studied the social composition of boards of education in 1,496 different districts and the Division of Research of the National Education Association[23] conducted a similar study in 1946 of 3,068 boards of education. Similar findings were reported verifying that "board members come principally from the more fortunate social and economic class."[24] No evidence was found by this writer to indicate any great departure from these practices.

Although open board meetings make it possible for individuals or groups to present their ideas, alienated persons frequently assume their efforts will be to no avail and

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[22]George S. Counts, The Social Composition of Boards of Education, Supplementary Educational Monograph No. 33, (Chicago: University of Chicago, 1927), 100 pp.

[23]Status and Practices of Boards of Education, Bulletin 24, N. 2, Research Division, National Education Association, Washington, D. C., 1946, pp. 47-83.

[24]Herbert M. Hamlin, "Public Participation in the Public Schools," Citizens' Committees in the Public Schools, (Danville, Illinois: Interstate Printing Company, 1952), p. 137.

contact. Properly functioning citizens councils can diminish this particular shortcoming and open new communication channels between the board and the community it serves.

Types of Community School Councils

There are two basic types of community school councils: 1) The standing or continuous council that stays in existence all the time. When problems or issues arise, they function according to their basic organizational pattern to dispose of the job and then search for other jobs, and 2) the ad hoc council, commonly referred to as temporary, convenes only for specific problems or issues and disbands upon completion of the task.

The contrasts involved here are that support for the school is accrued on the basis of mutual confidence through a continuous program of school public relations rather than on the basis of campaign fervor.[25] The other is to create a body designed to solve a particular problem and then disband. If another problem arises, the same people need not be summoned unless they have particular talents to offer toward solution of the new problem. The latter concept gains support from the ranks of those who oppose time consuming busy work to justify keeping the committee in tact.

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[25]Moehlman and van Zwoll, op. cit., p. 437.

Subcommittees within council organizations could find themselves placed in the same position as the mother organization and may need to decide upon a mode of operation within the limits of their number and abilities.

Lines of Authority Clarified

If it is the desire of the council to operate in a cooperative role, it is necessary to delineate the scope of operations. A statement of purpose, cooperatively generated by representatives of the board, administration, faculty, students and council, could supplement the constitution and establish boundaries in which the council could function. Once this is done, effort should be made to adhere to the framework established. The primary purpose of this framework is to prevent usurpation of the rights and responsibilities of board members established either by statute of policy of the district. Much wrangling among members, as to what problems are to be considered, may be eliminated.

Constitution and By-Laws

Many temporary councils operate without constitutions or a formal statement of purposes and/or procedures. Where these councils are board sponsored the minutes of the board probably carry a statement about the nature, purpose and objectives of the council. However, written policies established by board members in cooperation with citizen councils

or developed as a constitution and by-laws by council members themselves, help to clarify relationships and establish direction for councils.

By sending a copy of the council's constitutions and by-laws to each board member communications will be enhanced and confidence established. This removes suspicion of secret meetings and rumored activities if the council abides by its own directives.

Each community school council and each of its sub-committees should establish deadlines for completion of tasks and reporting of findings. This simpl function assures minimal wasted time or undue delays of needed information. An efficiently operated community school council which reports objectively the unbiased facts stands a chance of being consulted on most issues.

Although no one constitution will apply to all community school councils, this skeletal outline (Figure 1) of a constitution and by-laws may prove of value for councils seeking information.

Permanent or standing committees may find an executive committee quite helpful in coordinating job assignments and progress checks. Ad hoc committees may find a stand-by person or group of persons a good communications link because of infrequent, irregular, or unscheduled meeting dates.

FIGURE 1

SAMPLE CONSTITUTION AND BY-LAWS

Article I. NAME
The name of this organization will be . . .

Article II. PURPOSE
The purpose of this community school council shall be . . .

Article III. MEMBERSHIP
Section 1. Qualifications
a) Residence (Reside within school district)
b) Age (At least 18 years of age)
c) Other (Attending public high school in the district)
Section 2. Approval of Membership (Perhaps an identification card with name, address, area of representation, years of service, etc.)
Section 3. Voting Rights

Article IV. CHAPTERS (Local; State, if available, National)

Article V. MEETINGS (Time, Place and Available Information)

Article VI. OFFICES, NOMINATIONS, AND ELECTIONS
Section 1. Offices
This community school council shall have a . . .
Section 2. Nominations
To be elected to an official office a member must be nominated . . .
Section 3. Elections
Official elections will be held . . .

Article VII. EXECUTIVE COMMITTEE
Section 1. Membership
The executive committee will consist of . . .
Section 2. Responsibilities
The executive committee is responsible for . . .

Article VIII. SUBCOMMITTEES
Section 1. Standing
The standing committees have as their tasks . . .
Section 2. Ad Hoc
Ad Hoc committees will be formed to . . .

FIGURE 1 (Continued)

Article IX. FINANCES
Section 1. Dues and Contributions (List amount of dues to be collected--if any, when, and instructions for contributors)
Section 2. Drafts
For payment of authorized purchasers a member shall . . .
Section 3. Limits on Expenditures
No bill amounting to more than . . .
Section 4. Audits and Financial Statements
Periodic audits will be conducted by . . .
Periodic financial statements will be issued by . . .

Article X. AMENDMENTS

Source: Author

CHAPTER IV

PARTICIPATION

Why Have Community Councils?

By encouraging the lay citizens of the community to participate in meaningful school-community interaction one of the basic tenents of a democratic society is being practiced. Such interaction may become one of the best devices for planning and executing any educational policy--free and open discussion. It seems imperative that in a democratic society educators have a basic faith in the principle of "Given the correct facts, the public will make the right decision."[26] What better way is there to get the proper facts than to involve an individual in the gathering and studying of pertinent data that effect his life daily?

If it is conceded that the public school perpetuates democratic ideals by the process in which it interacts with the community, then some implications can be garnered as to why the community school councils should exist. Since

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[26] Lewis E. Harris and Charles Pickens (Eds.), "Planning With the Community," A Report on the Workshops in Educational Administration held at Ohio State University, July 27-August 14, 1953.

educators are working with people continuously, they should be cognizant of the human relations factors involved in a cooperative school-community program. The following statements should indicate the viability of the community school council concept.

1. Relations on the local or community level are necessary as stepping stones toward achieving relations on a state, national or even international level. This inductive approach to human relations alone should merit the attention of the scholman.

2. The community should not be expected to accept a previously conceived plan. The findings of Shipton and Belisle[27] should serve as a lighthouse to anyone charged with the planning of educational programs in the public schools.

3. Community school councils can help to reach solutions to major problems affecting the school and generate public support for constructive change that would be difficult or impossible for boards of education and professionals to solve without such aid.

4. If a valid goal of education is to produce a "self-actualizing" or "self-fulfilling" person, then community school councils providing channels for meaningful participation are vital elements. In a comprehensive study of what motivates people to participate in national fund raising

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[27] James Shipton and Eugene Belisle, op. cit., p. 304.

campaigns, such as those to combat heart disease, polio, etc., Sills[28] found the motivating force to be self-fulfillment. This implication for the individual produces a viable environment when teamed with implication number one.

5. Lay citizens should exert constant vigil over educational affairs so they do not lose long possessed controls. Intelligent use of controls is the surest way to maintain them and intelligent use can come only from an informed citizenery.

6. Leadership evolves from participation. Development of qualified candidates for school board membership has been accomplished through experience and involvement of able people on citizens' surveys of schools, citizens' advisory or educational committees.[29] Such activities make them known to the public as individuals with special interest and concern for the school.

An answer to the "why" question in this statement is that "It is difficult to support the thesis that involving the people and educating them, so they will support a program which is theirs and which they understand, are too time-consuming in the face of evidence that frenzied campaign

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[28]David L. Sills, The Volunteers, (New York: Free Press, 1957).

[29]Van Miller, "The Governance of Education at the Local Level," The Public Administration of American School Systems, (New York: The MacMillan Co., 1965), p. 153.

efforts year after year are of no avail whereas one year's community study and discussion will result in approval of the same program."[30] This statement lends logical support to those willing to work with the community in a grass roots type of program.

How Can Community School Councils Participate?

Although many people want to help better their school, they may not know how to take constructive action. A school community counselor in Flint, Michigan, says that she frequently asks parents to visit the school and a common reply is "What do I wear?" or "To whom do I talk and what do I say?"

It behooves the school to publicize the fact that citizens are invited to participate in educational matters and to provide a structure that encourages active involvement by individuals and groups serving in formal as well as informal capacities.

Informal groups, such as parent teachers associations, band parent organizations and athletic booster clubs, may find it easier to break into the recognized organizational structure of the school since their activities are more commonly known. However, an informal group, such as community school council, may have just as much to offer the system if

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[30]Moehlman and van Zwoll, op. cit., pp. 438-39.

encouraged and helped to develop recognizable structure and positive educational goals.

Four phases of council task development are illustrated in Figure 2.

FIGURE 2

PHASES OF COUNCIL TASK DEVELOPMENT

Phase 1	Pre-Committee stage of organization. Orientation to the community's organization. Orientation to the school's organization and program.
Phase 2	Orderly gathering of important data.
Phase 3	Catagorizing and defining data gathered for utilization in projects.
Phase 4	Making judgements which will facilitate the formulation of recommendations.

The first phase is one of instituting measures for interpreting the school and community to the council.[31] The first phase will most certainly be conducted in different ways. For instance, a council formed with board approval and help may have a smoother, longer orientation phase as members seek professional help in analyzing the community and the school. Councils spawned from disenchantment and distrust of board members or professional schoolmen may not accept the available resources and are more apt to speed up change, thus creating undue pressures on boards of education.

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[31] Moehlman and van Zwoll, op. cit., p. 439.

The second phase requires the group to analyze itself in terms of number of members, specific talents possessed and interests expressed by those members. The group needs to recognize its own lack of abilities and feel free to ask others for help in these areas. Local news media personnel can usually be of service in identifying and contacting needed resource persons.

In the third phase lay citizens help to define and catagorize data they have helped to gather. Unique talents of members can be utilized in this technical phase of data interpretation.

The fourth and final phase presents an unusual opportunity for lay citizens to propose identified and discussed recommendations based upon valid data to the board for consideration. This direct face to face relationship permits laymen and professionals to view all sides or problems and issues from a common base.

Phase one will not need to be repeated in its entirety after the first time, but new members may need orientation in vaying degrees. The other phases will sequentially lend themselves to different problems the council may decide to undertake.

The council might want to consider the following kinds of educational problems: curriculum, current methods of teaching or methods of the past familiar to them, teaching of controversial issues such as sex education, provision of

school facilities, salaries, adult education and seeking the financial support of the community in order to provide the program deemed desirable.[32]

Typical First Year Activities of Councils

1. It will take time for members to become acquainted and to become organized. Simple organization is probably best in the beginning with the office of president, vice president, and secretary being chosen and then these officers could form the executive committee for agenda formulation of the next meeting. More complex tasks, such as establishing the purposes of the council, are primarily tasks reserved for study groups. They must have time to become informed about the community, the school system, and about the purposes and capabilities of their own group. Based upon this type of information relative purposes may be formulated.

Determining how publicity will be prepared and released is an important item to discuss early in the council's life. Community school councils formed with the school's blessing may want to use regular school channels for publicity releases. This type of coordination prevents "scooping" by either the board or the council since news is released simultaneously.

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[32]Moehlman and van Zwoll, op. cit., p. 439.

2. Before studying some vital issue, the group may want to check what has been done by other community school councils. This might be done by visiting other councils or having experienced council members from other districts visit your meeting. Additional information could be accrued through reading available literature and reporting to the group.

3. Certainly a familiarization with the current school program is a necessary task for the council. Before recommendations for study of specific problems can be attempted a definite need must be established and this can only be established if genuine knowledge of the existing program has been attained by all members on the council

4. A vital step must be taken to build confidence between council members and teachers. This will necessarily need to be done on a face to face basis and tactfully employed. Councils should not be shocked if their formation draws some questioning comments from teachers since even Horace Mann[33] encountered opposition in his efforts to establish a state school system because it implied an inadequacy of their work.

5. Study of community attitudes towards the school will be necessary to identify problems needing attention. In small communities this may be accomplished by a telephone survey or random informal talks with citizens in the community.

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[33]McCloskey, op. cit., p. 389.

However, larger communities will want to consult some authority on polling public opinion regarding schools so they are quaranteed representative attitudes and opinions.

6. If divergent community factions are all served by a single school system, then a review of services offered in each segment may be necessary for detection of neglected areas. Minority groups frequently feel schools are run for an elite group. They feel that they are left out and that their children mistreated in the schools. "A citizens committee that is really representative is likely to face these questions early."[34]

McCloskey[35] presents an excellent list of "do's" and "don'ts" which beginning councils should consider early in their formulation stage.

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[34]Hamlin, op. cit., p. 111.

[35]McCloskey, op. cit., pp. 423-426.

PART II

CASE STUDIES OF

BALTIMORE, MARYLAND

AND DAYTON, OHIO

CHAPTER V

CASE STUDY NO. 1

BALTIMORE, MARYLAND

> I can never be what I ought to be until you are what you ought to be. Likewise, you can never be what you ought to be until I am what I ought to be.
>
> Dr. Martin Luther King as quoted by Hattie Harrison, President, Dunbar Parent Teacher Association

Background Information

The Paul Lawrence Dunbar High School is situated in the ghetto area of Baltimore, Maryland, and virtually in the shadow of the majestic John Hopkins Medical Center. The open enrollment policy by the Baltimore City Public Schools has actually worked in reverse of its original intent by permitting the more affluent white and black students to travel to the outlying schools. Thus Dunbar is composed almost entirely of the poor black student who is either loyal to his neighborhood school or just lacks the mobility to go elsewhere.

The April riots of 1967 supported the complaints and recommendations made to the board of education by residents of the Dunbar area. With new urgency created by the riots in the city and student strikes at the high school the city of

Baltimore undertook initial steps to seek solutions to its problems.

With the combined effort of the United States Office of Education, the City Planning Commission of Baltimore, the Board of Education of Baltimore and local citizens organizations a "Charette"[36] was scheduled for Fe uary, 1969. Work began immediately to acquire human and material resources along with developing organizational procedures to implement the charette process.

The Dunbar Charette was the first major attempt to solve an inner city problem through this process. Specifically, the Dunbar Charette was designed to formulate plans for a new $10,500,000 high school in the exact location or vicinity of the present Paul Lawrence Dunbar High School. One of the efforts of the previously listed organizations involved was committing $40,000 for expenses accrued to support the Charette.

Initial actions leading to the Charette were instigated by the Dunbar High School Parent-Teacher Organization direction provided by its tireless president, Mrs. Hattie

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[36]The word "Charette" is from the French and means "red wagon." Until recently the term has been associated exclusively with architecture. Architectural students in France were kept to a deadline by a red wagon that was pulled through their respective working area. Students were obliged to deposit their plans on the wagon as it passed. Later, they adopted the custom of accompanying the wagon to its destination in order to add last minute details. Today, architects apply the term to the defense of their plans before other members of their profession with free exchange of ideas and continual dialogue as intrinsic features of the charette process.

Harrison. The ideas fostered by the PTA gathered support and finally terminated in a coordinated body called the Dunbar Steering Committee.

One of the guidelines presented earlier in Chapter III and followed well by the Charette organizers was that of representative membership. Participants represented a geographical area from Boston on the eastern seacoast to Los Angeles on the western seacoast and from Rochester in the north to Houston in the south. People with experience in international education also participated. The participants ranged in age from high school students to retired persons; in vocation from the president of John Hopkins Medical Center to the unemployed; caucasion, Negro and Oriental; from the local housewife to the Assistant Commissioner of Education for the United States; local, city, state, and national professional educators; and private as well as public school representation.

Of course, no institution as such was drawn up; however a temporary set of guidelines were presented to each person as he arrived so prescheduled activities would take place in proper locations and at given times.

The citizen participation element started without board support, but the Charette received board majority approval. Authority was unsettled and unclear as the Charette began and this created problems within the organization as the Charette got underway. Specifically, who was to pay the

participants, who was to determine the amount of pay, who was to be spokesman for the Charette committee were but a few of their concerns.

The Charette in Operation

The Charette was scheduled from February 16 through March 2, 1969, with the first meeting being an orientation program in the auditorium of the high school from 2:00 p.m. until 5:00 p.m. It included talks by the mayor, Thomas D'Alsandro; assistant school superintendent, Sterling Keyes; the Charette chairman, Dr. Haywood Harrison; a state representative and former Dunbar graduate, Robert Douglas; the general Charette chairman and long time PTA president, Hattie Harrison; a panel presentation by students and teachers; and the assistant commissioner of education from Washington, D.C., Mr. Walter Mylecraine, who explained how a Charette operates and how it related to the work at hand.

Throughout the next fourteen days the fluctuating number of approximately one hundred participants divided into four groups after a detailed one day briefing on the Dunbar community and the Charette goals.

After the initial briefing, each of the four groups used one and one-half days to consider one of four problems deemed vital to the renewal of the area: community development, community services, educational processes and manpower development. At the end of each day and one-half period,

the partcipants shifted to another discussion group. Only the chairman and outside experts were schedul· ' to remain with a single selected topic. The shifting was repeated until all groups had been given the opportunity to discuss each of the four areas.

Each of the four area study groups was composed of the following elements.

1. A chairman--always a local resident.
2. A consultant--selected for competence in a desired area.
3. A recorder--for recording the groups's activities.
4. Local participants--random selection of local residents who wished to take part.
5. Graduate students--representing the fields of education, urban planning and architecture.
6. High school students--Dunbar students and nearby private school students
7. Teachers--Dunbar teachers and nearby private school teachers.
8. Visitors--quite an array of visiting dignitaries, free lance writers, photographers, etc. were constantly milling in and out of each section.

Each of the small groups discussed items pertinent to the assigned topic. At the end of the discussion period the

recorder, the chairman, and the consultant prepared a summary of the group's deliberations. At the end of the Charette a composite of the proposals were presented for acceptance or revision.

Average attendance in a group was about twenty-five people. However, each day visitors were registered and given a chance to visit any or all groups if they so desired.

Each group possessed a wide range of leadership ability and quality of participation. Some quite perceptual suggestions from residents were presented in each meeting. For example, during a discussion on dropouts, the following points were discussed as possible causes:

1. Student was too old to participate in sports.
2. Student needed to help support family.
3. Student became pregnant.
4. Student falls behind in his work and would prefer to dropout rather than receive a failing grade.
5. Student faced disinterested teachers.
6. Nobody cares whether or not a student attends school.
7. Student becomes bored.
8. There is a low value placed on education by the community in general.

This type of group discussion and rotation carried through the seventh day. On the eighth and ninth day, chairmen of each group made their initial reports before a joint

meeting to solicit reaction from all the Charette participants. The tenth day consisted of what was properly termed the confrontation. On this day, leaders from the business community, together with the residents of the neighborhood, were invited to hear and react to the proposals. The eleventh day was for re-examination of the proposals based upon reaction from the community and business leaders during the previous day. The twelfth day was another critique by Charette members. The thirteenth day provided the final community confrontation session. The fourteenth and final day of the Charette was spent in preparation of the final drafts in light of the wants, needs and desires of all those who contributed.

While this often complicated process was in progress, a team of architects acted as observers so they could incorporate the Charette participants' ideas into the new buildings and some of the finished concepts were available for viewing during the last day of the Charette.

Summary

This brief presentation is used to show one attempt of involving what Griffiths[37] terms the "undefinable person," the lay citizen. It is not a complete story since many pros

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[37] Daniel E. Griffiths, Human Relations in School Administration, (New York: Appleton-Century-Crofts, Inc., 1956, Preface, p. vii.

and cons, accomplishments and frustrations, strengths and weaknesses as well as personality conflicts and role conflicts have not been presented. However, some pertinent observations could be made which might influence other communities willing to commit themselves to the will of the people.

1. Preplanning is needed. This saves much wasted time but is not meant to infer so much formal structure the group cannot partially chart its own course. Perhaps a broad general outline for direction with the group being able to fill in the gaps as they proceed is more productive.

2. Financial arrangements should be clear to each participant and the local media. Participants should be told exactly what they will be paid and when. The media should also be informed since it is reporting to the community who has financial interests.

3. It may be necessary to solicit participants from some segments of the population who do not respond to invitations presented by the more general media such as radio, newspapers, etc.

4. The Charette process is a complex one and each participant needs to have the intricacies explained prior to "Charetting."

5. People selected to represent vital institutions or groups in the community should be selected on the basis of their ability to communicate with all strata of society if representation engulfs a wide scope.

6. Participants need some rules to follow. They should be aware that meetings start promptly on scheduled time. They should also understand the importance of attending assigned discussion groups. Otherwise, friends will tend to go to the same meeting, allowing some to be overcrowded and others sparsely attended.

The Charette process in Baltimore will eventually succeed or fail in terms of the follow-up commitment of people in responsible positions. If the ideas are merely solicited from the group to be filed away and ignored, a more severe problem may develop.

CHAPTER VI

CASE STUDY NO. 2

DAYTON, OHIO

There is an obvious need for someone who can translate the desires and feelings of people of the ghetto so that efforts can be made to solve the problems. There are a number of such people available in the Dayton Model Cities area who communicate well at the grass-roots level. There has been a concentrated effort on behalf of the Education Committee to include the desires and needs of the people in the target area in this component.[38]

. . . . . .

Research indicates the need for community citizenry involvement in the inner-city schools if desirable changes are to evolve. Utilizing the information, supra, this project will establish community school councils.[39]

Background

Although this case study is aimed at a specific project of the Dayton Model Cities Program--the Education Component--some background information will help the reader understand the effort in Dayton to involve residents of the Target Area in the general governmental phase of the program

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[38]Educational Component, Dayton Model Cities Demonstration Project, Dayton, Ohio, p. 36.

[39]Ibid., p. 187.

leading into more specific projects; e.g. the Education Component.

In 1966, Model Cities legislation was being formulated in Washington, D.C. Meanwhile in Dayton it was concluded that the program could be especially appropriate and valuable to a city with Dayton's mix of social and physical problems.

In May, 1966, the City Commission formally gave the Special Committee on Urban Renewal (SCOUR)--Dayton's citizen advisory committee on broad problems of community development--responsibility for preparing a draft application for Model Cities funds. SCOUR hired a consultant who began to study the city in quest of a proper target area. West Dayton clearly suffered the worst social problems and thus qualified.

By December, 1966, the draft application of the consultant was completed and presented to SCOUR members and West Dayton neighborhood agencies for review. Among them was the Supporting Council on Preventive Effort (SCOPE), the anti-poverty agency of the city.

In January, 1967, the Department of Housing and Urban Development (HUD) distributed its first set of guidelines to cities interested in the Model Cities Program. As might be suspected, Dayton was faced with rewriting its draft to correspond with the stated guidelines which included "meaningful citizen participation."

Due to other commitments, the consultant was not available to work on the second draft and his task was

transferred to the administrative assistant of the City Manager. The assistant and SCOUR's chairman labored to recast the application to satisfy the guidelines of HUD. Although more effort was exerted to reflect the concerns of West Dayton residents, the recast was still essentially work of professionals.

In March, 1967, Dayton received a new City Manager who encouraged submission of the application. A number of local agencies reviewed the application. These included the County, the School Board, the Housing Authority, the Health and Welfare Planning Council, the Miami Valley Regional Planning Commission, the NAACP and the Dayton City Commission. All these agencies agreed to cooperate in the planning and implementation of the Model Cities Program. However, some militant West Dayton leaders were opposed to the plan and were of the opinion that SCOUR members were being used by the City to satisfy HUD requirements for citizen participation. SCOPE also objected to cooperation based upon the lack of grass root citizen involvement.

Dayton's application for a one year planning grant was submitted April 12, 1967. The request was for $252,262 and followed closely HUD's guidelines as described in the Planning Guide for Model Neighborhoods in Demonstration Cities. Following is a final re-write of a portion of the application's introduction by a newspaperman:

> If New Haven, through dynamic leadership, self-help, and federal dollars wrote the book on compre-

> hensive urban renewal for the mid-1950's and 1960's, Dayton will now become the laboratory--the proving ground of the future in housing and social rehabilitation.
>
> Dayton is where the book will be written during the late 1960's and 1970's. It is the medium-sized American city--plagued by all the problems of a New York, Chicago, Philadephia and Baltimore, but here, the problems are still soluble.

One basic goal pervaded the introductory language of all Model Cities goals in Dayton's application. A portion of the goals statement is presented to cite how residents participation was to receive close attention.

> The basic goal of this program will be to obtain fullest membership for target area residents in the community at-large, to obtain their fullest participation in its benefits--both in an integrated setting.[40]

The application reflected a general program strategy focused on three major concerns: employment, education and the physical environment.

Among the proposed programs that were treated as important innovations was the creation of a Model Cities Planning Council composed of elected Model Neighborhood residents. All residents of the proposed Model Neighborhood were to be eligible to serve on the Planning Council. The Council was to have "recommending powers on all matters transmitted to a Model Cities Policy Committee. This Committee would have responsibility for the overall Dayton Model Cities Program."

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[40] Ibid., p. 64.

Note the Planning Council was seen as having "recommending powers" at this stage.

Progress of Citizen Participation

After numerous confrontations for clarification of job responsibilities, the citizens won a full partnership agreement with the City. While the City Commission approved the final plans, the Planning Council--composed of neighborhood residents--became the key policy-making body. The major burden of planning itself rested upon the shoulders of resident committees. The City Demonstration Agency (CDA) served as resource professionals to the planning committees, and as administrative coordinators of the planning process. In addition, the residents hired their own staff and maintained their own offices.

The Planning Council functioned well as a policy review and approval group; however, it needed the aid of city technicians and Antioch College professionals to meet the complex submittal and time requirements of applications.

Achievement

Dayton's first year project and activity list reads like many other Model Cities programs. The most innovative achievement of the Dayton Model Cities Program seems to be the process itself. The clear conceptulization of problems in three-dimensional human terms must be viewed as having

launched a new and more total approach to the issues which beset the residents of Dayton's Model Cities Neighborhood. In addition, the creation of a meaningful coalition of residents (Planning Council) and City Hall, able to survive tensions of the ghetto, must be rated an innovation in Dayton.

This condensation of HUD's report on Dayton's Model Cities Program gives the reader an opportunity to see the citizen participation thread that is visible in the total program as well as in the specific projects. One portion of the total Model Cities Program is the "Educational Component." The educational component contains fifteen specific projects that the originators of the educational component felt imperative. The last part of this study is focused on community school councils which is listed as one of the projects. The project will be viewed as though the writer were standing in the middle of January, 1966, watching an evolving process unfold in the future.

Function of Community School Councils

The councils will attempt to unite students, principals, teachers and the community for two purposes: (1) to provide the best possible education system for target area children, and (2) to provide the best possible education services for the target area community. Additional goals of the councils will be to strive for and support an advancing educational program for target area schools, assist in establishment of program priorities, become a communications link

between each school and its neighborhood, encourage citizen participation in the schools and up-grade interest in, respect for, and expectations of the schools.

How Will the Project be Conducted?

A community school council will be elected for each elementary, middle (when and if they are habit), and high school. The councils will be composed of seven citizens including the PTA president, the building principal, two teacher representatives elected by the full teaching staff of each building and a designee of the student body elected in each high school.

The Education Director of Model Cities will promote council cooperation and communications with church groups, youth groups, social organizations, labor, business, and government agencies, and will encourage council members to increase their understanding of educational problems and work toward desirable solutions.

The community school councils will meet regularly at least once each month to discuss and review matters relating to the objectives cited under purposes, supra. Each school council will be advisory to the education committee of MCPC and will make direct contributions to their policy level work with the board of education, superintendent of schools, and the director of the Model Cities Educational Program. The education committee will have representation from business,

industrial, and social organization sectors of the Model Cities community.

Nomination Procedures

Ten people will be nominated, at specified schools, and have their name placed on the ballot. If more than ten people are nominated, then votes will be cast to select the ten people.

Election Procedures

1. Model Cities Coordinator, Arthur E. Thomas, will outline the procedure with assistance from the advisory council, college and university personnel.

2. Two high school buildings will be used to tabulate results.

3. Each nominee may observe the vote tabulation with one other person of his (nominee) choice.

4. During the nomination and election process, the building principal and MCPC representative from his area will be in charge of the meetings. They will also supervise the tabulation of votes.

5. The MC Education Coordinator will be responsible for designing ballots for election of student and faculty representatives.

6. Those elected should be prepared:

a) to withstand criticism.

b) to stay in contact with the citizens in the designated school area.

c) to attend meetings the evening and on Saturdays.

d) to study and do written assignments.

e) to speak one's mind.

f) to work positively.

g) to keep an open mind.

h) to help make target area school the best in the world.

i) to work with, trust, and respect people from all walks of life.

7. Those persons not elected should make themselves available for work on other committees where help is needed.

Installation of Members

A meeting of all councils will be called and members will be officially sworn in.

Leadership Training Program

In the Fall of 1968, a proposal was submitted to the Office of Economic Opportunity (OEO) in Washington, D.C., requesting funds to conduct a leadership training program specifically for those elected to community school councils of the target area.

Two major purposes of the project were: (1) to provide members with more specific understanding of educational

problems, and (2) to give the councils training as they begin to function. Program Project No. 5 of the Model Cities In-Service Training for Model Cities Schools lists as purpose No. 1:

> To develop a pattern for a continuing target area community consultation with those outside persons who represent the best thinking, experimentation, and change action which is taking place nationawide. To develop a system of information and idea feed-in to assist the Target Area (1) to define more precisely its own problems, (2) to comprehend and accept the scope of change action which will be necessary, and (3) to select among alternative goals and programs.

Scope and Method. The plan is to start immediately, as early as February, 1969, and provide an in-service training program for Neighborhood School Council members. It is to help them become an effective force for refining adequate community school goals, precisely define problems and create programs for action. The step by step components of the training plan are as follows:

1. Sixty (60) council members, six for each of ten schools in the Model Cities area will be chosen by the informed community in an election process which will take place in January, 1969, and culminate no later than February 11, 1969. The existing Model Cities Planning Council will be instrumental in carrying out the election process. Their previous activities have informed the local community to expect an elective participation of

this kind and their own constituency was elected in a similar manner.

2. The sixty (60) elected council members will be combined for the training with a total of 20 teachers (2 chosen from each school by the body of teachers), 10 school principals, 10 community school directors, 7 school board members and 10 students (1 selected by the student councils of each school). This composition will permit study and training to take place within a group wherein a variety of problem perceptions, attitudes, goals and values can be communicated and appreciated. (Total of 117 participants maximum.)

3. Full group seminars for the participants will be conducted each Saturday according to the following outline:

   a) Seminar for total group (described in No. 2, supra): Saturdays, February 22 through June 28, 1969, biweekly--5 hour sessions--9:00 a.m. to 3:00 p.m.--each session a combination of professional presentations, questions and discussions and follow-up afternoon small group workshops.

   b) Seminars for school council (individual building) groups only: Saturday, July 12 through August 23, 1969--3 hour sessions led

by school council members or outside consultants of their own choosing to consolidate their previous seminar understandings and develop plans for their future training and activity as background and preparation for the fall sessions.

c) Seminars for total group composition: Saturdays, September 6 through December 6, 1969--monthly five (5) hour sessions, same pattern as for "a", except that the selection of speakers and subject matter will be more precisely determined from indications to the Director from the council groups out of their summer seminars.

d) School council study groups: Three (3) hour meetings between the fall Saturday seminars--September 9 through November 18, 1969, to work more intensively on problem concepts, organizational and activity planning and more directly with the project director to devise the content of monthly seminars and the training which continues after December, 1969.

4. Training content for the above seminars and meetings will start with preconceived programming and structure but will develop over time as increasingly specific response to participant progress and expressed interests are received.

a) The 1969 winter and spring morning seminars will consist of two presentations of critical problems, solution insights or solution experience, one by an outside consultant/speaker and the second by a member of the Dayton School Board or a specialist from the superintendent's administrative staff. Each presentation, 45 to 60 minutes in length, will be followed by questions from and discussions within the total assembly. After lunch, the participants will break into ten small groups, sometimes according to their school identifications, sometimes in mixtures of people from different neighborhoods to discuss the material they have been asked to consider.

Subject matter on which presentations will be given during the winter-spring seminar schedule is:

1. Educational problems, goals, and action plans as comprehended by the Model Cities educational proposal.
2. The history and predominate forms of public school control, administration and financing.
3. Emerging opportunities for citizen participation in educational policy-making and operation.
   a) Possibilities of school council relationships with respect to differing levels of: policy-

making, administration, staffing, curriculum, student stimulation and evaluation, financing and public relations.

4. Possible and desirable forms of school council organization, appropriate problem and program areas for study and action by the councils, effective forms of communication and collaboration with individual school administration and staff, with other school councils in considering overall quality of the whole school operation, with the Board of Education and overall school system administration, and with the community.

   a) How best to be representative of each neighborhood community in drawing from and feeding back to the citizenry the real range of concerns to be worked on and the reports on correctives and progress.

5. The summer group sessions of the school council members, conducted by and for that particular constituency of the total participant group will be devoted to a review and ordering of their learning to that time and to the development of their own statements of desired ends, desired constitutional and organizational forms and as much as they can have their own working groups prepare on priorities for inquiries into school

operational problems, operational structures and their felt need for further background and information. This device of a separate, private stage for deliberation and for definition of council functions should demonstrate to the council members and to the area community that the Model Cities' intent for school councils envisions a solid change and an opportunity for citizens to have a real voice in goals formation, decision making and program evaluation with respect to education for individual realization and community growth.

6. The four fall Saturday seminars, which will return to the winter-spring format of 5 hour sessions and to the use of presentations, general discussions and workshop study, will be selective of consultants and subject topics closely correspondent to the observed and expressed development of seminar participants and to their objectives for program which they have produced out of their summer sessions. By the fall of 1969 and continuing into a second year of training, we expect that the participant assembly will be ready to invite in teams of people from other school improvement action programs and will be ready to visit other areas of the country for first hand observation and learning.

A variety of activities will be engaged in by the training group as their role preparation proceeds. In time, certainly no later than the end of the second year of Model Cities educational program, in-service training of the school council members will be interwoven with the continuing in-service training of teachers, administrators and community intern paraprofessionals.

7. The winter, spring and fall seminars will utilize a variety of professional outside consultants and Dayton school administration specialists as speakers (better subject matter presenters) and local area professionals as workshop and discussion leaders. The director of the program will enlist program staff and will work systematically with ten workshop leaders to carry out the program objectives with flexibility to adjust content and format according to group development and need.

Trainees. Trainees will be community school council members, elected by neighborhood voting constituencies according to election rules to be decided upon, for the first election, by the Model Cities Planning Council. Since tenure on the school councils will be limited, probably two year terms, staggered among members as to beginning and ending dates to provide continuity from year to year, one purpose of the first

two years of council training will be to incorporate the training of subsequent persons into the regularized in-service programs for teachers, administrators and paraprofessionals.

Organization. This beginning program will have a half-time director who will manage this particular project within his total responsibility for further development of the whole educational plan. A secretary will be required for this project.

The 10 group workshop leaders will act as an advisory, planning and progress evaluation body with the director and will join with him early, before the first seminar, to refine project goals and workshop objectives, clarify and establish a preferred ordering of subject presentations and assist in the selection of consultants and school system specialists. They will be consulted regularly throughout the life of the project to keep the program moving productively in terms of perceived and measured results.

Evaluation. Program progress evaluation will be a matter of careful internal observation and communication with participants by the Director of the Education Program and Workshop leaders. Some written work will be assigned to seminar participants on the basis of which learning and new perceptions can be judged. In connection with this internal quality control effort, a small group of professional educators from the Dayton-Miami Valley Consortium of Colleges and Universities will meet regularly with the Director and Work-

shop leaders to assist in progress estimates and to react to and make suggestions with reference to staff planning. The college and university counsel to the Directors and staff is likely to come from: Central State University, Wilberforce University, Antioch College and Miami University.

Very early in the first year of the project, an outside educational research specialist will be hired to maintain constant connection with the program, to assist in the formulation of and intermediate stage objectives and to design the evaluation instruments and procedures necessary to measure results. The contract will include the preparation of a first year and final report as well as periodic advice to the staff on development indications from any measurements taken to a given point in time. Professionals from the Dayton Miami Valley Consortium will help select the research and evaluation personnel. It may be sufficient to engage the services of one or more Miami University graduate students on internship time within the Educational Administration program, supervised by Dr. James Pelley or an associate faculty member.

Evaluative Instruments. Two specific instruments were generated: 1) a demographic survey to establish demographic baseline data which will provide a group profile of the community-school councils and data to be used in the research and evaluation process, and 2) an opinionaire to present community feelings toward current community-school relationships and insights as to how council members view specific elements of school operation.

The data collected will be analyzed by graduate students from Central State University and interpreted by experienced persons skilled in research techniques. Results will serve as a point of departure for future work with the councils and give direction to the leadership training sessions.

Summary

The citizens of Dayton, Ohio, have been active in program and policy formation on both the governmental and educational level. These opportunities have basically been spawned by federal funds provided for the Dayton Model Cities Program.

An integral part of the educational component of Model Cities will be the establishment of community school councils. These councils will be composed of the school principal, community school director, seven elected lay citizens, two teacher representatives and two elected students in the two high schools.

The community school councils should provide opportunities for meaningful participation by lay citizens in the Dayton Model Cities target area. If the citizen participation projects are successful, better understanding should develop between the target area lay citizen and his school system.

Results of opinionnaires to be administered to all community school council members should produce a profile of the

general feeling of members toward the educational system as it now exists. These results will be used to determine the scope and sequence of the leadership training sessions held every other Saturday. These sessions are so designed to bring the target area citizens into contact with local, state and national educational leaders. Later in the year the opinionnaires will be administered again to help determine whether any significant changes are being made in the role of the school as it relates to the community.

As in any multi-facet program, Model Cities will have problems to solve if effective implementation of specific projects takes place. These problems will be: (1) coordination of efforts, (2) role clarification, (3) lines of communication, and (4) personality conflicts. Regardless of the success or failure of the total program, citizen participation will remain as a viable experience for professionals and laiety alike.

Success of the program will establish Dayton as a "Model" for other cities across this nation and the citizens of the Model Cities target area may be marching in the vanguard of modern cooperative educational planning.

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APPENDIXES

APPENDIX A

SUPPLEMENTARY MATERIAL RELATING TO

CASE STUDY NO. 1

DUNBAR CHARETTE SCHEDULE

February 16 - March 2, 1969

Orientation ---------- Feb. 16th & 17th, 1969

A. Registration ---------- 2:00 p.m., Sunday, Feb. 16th

B. Format Opening ---------- 3:00 p.m.

C. General Briefing of All Charette Participants

D. Reception ---------- 5:00 p.m.

E. Continuing of Briefings ----- 7:00 p.m.

Group Discussions - ---------- Feb. 18, 19, 20, 21, 22, & 23

A. Community Development

B. Community Services

C. Educational Processes

D. Manpower Development Relationships

Feb. 24th & 25th ---------- Critique

Feb. 26th (2:30 p.m.) ---------- Confrontation

Feb. 27th ---------- Reexamination

Feb. 28th (a.m.) ---------- Critique

Feb. 28th (p.m.) ---------- Final Confrontation

March 1st & 2nd ---------- Final Critique

ADJOURNMENT

THE DUNBAR CHARETTE

A Joint Project to Plan the NEW DUNBAR Senior High School

500 N. Caroline St., Balto., Md. 21205, Ho 7-4000, Exts. 2943, 2630-1

"The Dunbar Steering Committee"

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General Chairman

J. Haywood Harrison, Ph.D.
Charette Chairman

Mrs. Rosie S. Keene
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Odessa Thomas	1520 Madison Street	675-2328
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Dorothy McCleod		
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Hazel Givens		
William Russell		
Robert Douglass		
Richard Herzog	2329 E. Hoffman	
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Carlita Himan	St. Frances Academy	"
Stephanie Fontenot	" " "	"
Harold Young, Chief	Planning Department	PL7-2000
Richard Hammann	" "	"
Arthur Valk	" "	"
Donald Duncan	" "	"

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Fred Clifton Model Cities	City Hall Rm. 419	PL2-2000
Charles Tildon	Provident	LA3-2224
Chester Sawyer	929 N. Wolfe Street	675-4080
Al Harris	Dunbar Faculty	
Allen Meecham	"	
Warren Hubbard	"	
Samuel Parham	"	
James McGowan	"	
Clarence Blanks	Dunbar Students	
Issac McCullers	"	
Francine Lloyd	"	
Samuel Terry	"	
Judy Black	"	
Richard Rich	"	
Shirley Bailey	"	
Rodney DeLeaver		

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James H. Stephenson

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Baltimore City Model Cities Agency

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Honorable Robert L. Douglass - Councilman, Honorary Assistant Chairman

Mr. John W. Douglas - Assistant Chairman

Mr. Melvin Moore Jr. - Executive Secretary

Mrs. Rosie S. Keene - Assistant to Executive Secretary

Miss Gussie M. Dargan - Secretary

Mr. Michael S. Brown - Charette Aide (Dunbar Student)

Mr. Russell Keene - Charette Aide (Dunbar Student)

Mr. Rober Cary - Charette Aide (Dunbar Student)

Miss Lenora "Lynn" Jones - Charette Aide (Dunbar Student)

Miss Vanessa Rogues - Charette Aide (Dunbar Student)

ADDITIONAL CHARETTE PARTICIPANTS (Critique & Confrontations)

Mrs. Thelma B. Cox

Clements Nixon - Bureau of Recreation

Mrs. David Levy - Sinai - Druid Comprehensive
Pedeatric Clinic

Dr. David E. Price - Director of Planning & Development
Johns Hopkins Medical Institutions

Larry Walsh - City Planning Department

Dr. Russel Nelson - President, Johns Hopkins Hospital

(Page 10)

David Everhardt - Administration, Johns Hopkins Hospital

Glen Mitchell - Assistant Administrator - Johns Hopkins Hosp.

William Schwab - Personnel Director - Johns Hopkins Hospital

Wesley Jennings - Special Employment Personnel - Johns Hopkins

Robert Morrison - Hospital Administrator Intern - " "

James Sanders - Director of Training " "

Dr. David Rogers - Dean - School of Medicine, " "

Dr. Sol Levine - Department of Behavior Social Hygiene "

Dr. Peter Rossi - Department of Scial Relations - J. H. Univ.

Mrs. Janis McCann - School of Nursing, J. H. Hospital

Miss H. Pong - Welch Medical Library - J. H. University

Dr. Barry Bard - President - Baltimore Community College

Mrs. Priscilla Wooley - Health Careers - Essex Community College

APPENDIX B

EVALUATIVE INSTRUMENTS
FOR CASE STUDY NO. 2

CODE NO._____

SURVEY SHEET MODEL CITIES DAYTON, OHIO

DATE:_____

Model Cities Area Zone_____

Name of Family's Elementary School_____

Name of Family's High School_____

PERSONS IN HOUSEHOLD

	Age	Sex	Relationship	Occupation	Levels of Education		
					Elem.	H.S.	College
1.							
2.							
3.							
4.							
5.							
6.							
7.							
8.							
9.							
10.							

Length of Family Residence in Area Zone

0 - 1 Year (months) ____
1 - 3 Years ____
4 - 5 Years ____
6 - 10 Years ____
11 - 15 Years ____
16 - 20 Years ____
21 - 30 Years ____

Dwelling Idenfitication

OWN

1. Simple Dwelling ____
2. Duplex ____
3. Apartment ____
4. Condominium (cooperative) ____

RENT

1. Simple Dwelling ____
2. Duplex ____
3. Apartment ____
4. Condominium ____
5. Room ____
6. Mobile Home ____
7. Other ____

HEAD OF HOUSEHOLD:_____
(Father, Mother, Uncle, etc.)

SOME QUESTIONS ABOUT YOUR NEIGHBORHOOD

1. Is your neighborhood

_____ Growing in importance as a neighborhood?

_____ Just holding its own?

_____ Declining?

2. Why do you think this is so?
(Please list the reason)

3. Is there a feeling of unity or "oneness" in the neighborhood?

_____ At all times? _____ Seldom?

_____ Often? _____ Not at all?

4. How well do groups, organizations, agencies, and churches work together?

_____ Excellent? _____ Poor?

_____ Good? _____ Not at all?

_____ Fair?

5. How adequate are the opportunities which the residents of your neighborhood have for participation in civic affairs? Are there

_____ Too many organizations in the neighborhood?

_____ About the right number?

_____ Too few?

6. Are enough of the existing organizations composed of people from all walks of life and open to anyone who would like to become a member?

_____ Yes _____ No

7. Are enough of the organizations interested in and working for TOTAL neighborhood betterment?

_____ Yes _____ No

8. If your answer was "yes", to the last question please illustrate (cite) the projects sponsored by local organizations during the past two years which were for the betterment of the total neighborhood; if your response was "no", explain why this condition exists.

_____

_____

_____

_____

_____

_____

9. How well does your neighborhood get along with the adjoining neighborhood? Is there

_____ Conflict

_____ Indifference?

_____ Some cooperation?

_____ Genuine cooperation?

10. What do the residents of your neighborhood seem to value most? (Please check the 3 most important)

_____ Working together

_____ Location of residence

_____ Kind of work one does

_____ Individual worth

_____ Service to community

_____ Length of residence

_____ Going far in school

_____ Friendliness

_____ Wealth

_____ Nationality or Race

_____ Family background

_____ Economic success

_____ Others

11. What do you consider to be your neighborhood's outstanding NEEDS or PROBLEMS? (Please list in order of importance)

_____

_____

_____

12. What kind of activities or projects would you suggest that your neighborhood undertake in an effort to solve these problems and meet these needs? (Please list one or two.)

13. What organizations or groups should accept responsibility for INITIATING (starting) these projects or activities?

14. What organizations or groups should be involved in the DEVELOPMENT of these projects or activities?

15. Specifically, what contribution should the SCHOOLS attempt to make for the improvement of Neighborhood?

16. What contributions are the existing organizations in your neighborhood NOW MAKING for the improvement of schools?

17. What additional contributions could the existing organizations (and organizations which should be created, if any) make for the improvement of the schools?

18. If you have any other comments or ideas not mentioned in the above 17 questions, please state them below:

Adapted from instruments included in SCHOOL-COMMUNITY IMPROVEMENT, C.P.E.A. of the Greenbrier County experiment; Purdy, Ralph D., Montgomery, John F. and others. World Book Co. Yonkers-on-Hudson, New York, 1959.

THE FIVE SCORES ON THE SENTIMENT QUESTIONNAIRE ARE:

A Score: A low score suggests dependence on experts, desire for authoritative statements, and hesitency to accept group or personal thinking as valid.

T Score: A high score suggests a perception of the individual as a co-participant with the students and others in a learning situation; students and others are expected to assume responsibility for the activities and behavior in formal groups. Problems of operation and planning are shared by the group, which has responsibility for making and carrying out decisions.

G Score: A high score suggests a belief in democratic group procedures, in the effectiveness of group decision, and in the necessity of accepting all members of the group as co-participants.

F Score: A low score suggests an "anti-democratic" personality.

C Score: A high score suggests a conception of the school as an institution interrelated with the community, of the school facilities as being available for use by community members and of the community as furnishing a useful laboratory for school learning activities.

CODE _____

The statements listed below represents a variety of opinions about different topics. Some people agree with the statements and others disagree. Almost everyone has some opinions about them. There is no wrong or right answer: the best answer is the one which nearly represents the way you personally feel about the statement.

Mark your answers according to the following key:

A - Strongly or always agree with the statement.

B - Moderately or usually agree with the statement.

C - Undecided, don't know, or it doesn't make any difference.

D - Moderately or usually disagree with the statement.

E - Strongly or always disagree with the statement.

1. A lot more is learned in classes where there are good lectures by an authority than where there are class discussions.

2. A group should keep busy at its task and not waste time by discussing how effectively it is working.

3. Students should assume the responsibility of handling discipline problems in their classroom.

4. The school has its job to do, and there is no point getting mixed up and other community agencies.

5. Young people sometimes get rebellious ideas, but as they grow up they ought to get over them and settle down.

6. One shouldn't question the statements of people who have spent many years studying a subject.

7. Tax money is to scarce to risk additional expense for damage to school property by letting groups from the community use the schools for their activities.

8. In the case of disagreement among class members, the teacher should be the final judge or arbitrator.

9. There is too much emphasis on cooperation in our schools and not enough preparation for our competitive society.

10. The most successful class is one where the teacher draws on his own experience to define problems which he knows the student will be facing.

11. Nowadays more and more people are prying into matters that should remain personal and private.

12. Every person should have complete faith in some supernatural power whose decisions he obeys without question.

13. Once a person has gotten a question settled for himself there is little point in reopening the issue in the future.

14. Teachers who take their pupils on trips, have animals in the classroom, etc., are avoiding the main job that they should be doing.

15. No technique is clearly democratic or autocratic.

16. Whatever else he does, a teacher should not allow students to criticize him openly in the classroom.

17. If there are parent organizations around the school it isn't long before they start meddling in school affairs.

18. Persons who are highly trained and hold academic positions should know what the group members should do.

19. When students are apparently making no progress the teacher should take matters into his own hands.

20. One learns most efficiently by listening to good authority.

21. No sane, normal, decent person could ever think of hurting a close friend or relative.

22. It is not the job of the school to be concerned about people who are over school age.

23. It is more efficient in a group if experts tell the group what it should do.

24. What the youth needs most is strict discipline, rugged determination, and the will to work and fight for family and country.

25. A teacher should expect the students to utilize outside sources and not take class time for asking for information easily available elsewhere.

26. Issues about which there is strong disagreement in the community should not be discussed in the school.

27. The administrator of the school must be the one who decides what items appear on the agend for faculty meetings.

28. There is a right and wrong answer for almost every question one can raise.

29. A class should be able to count on the ability of its teacher to arrive independently of the class at decisions related to their actions.

30. Human nature being what it is, there will always be war and conflict.

31. The schools should participate actively in organizations like community councils.

32. The teacher should assign members of the class to various jobs rather than expect them to sign up voluntarily.

33. After one has consulted good authority he should be able to consider a question closed.

34. What this country needs most, more than laws and political programs, is a few courageous, tireless, devoted leaders in whom the people can put their faith.

35. A group cannot take time to listen to everyone's ideas if it expects to get anything done.

36. If more school people would confine themselves to doing a good job of teaching children, and worry less about parents and community groups, the schools would do a much better job.

37. When a teacher's best effort does not satisfy members of the class, they should openly criticize and communicate it to him.

38. In the last analysis, the leader is the one who has to see that things get done in the group.

39. There is hardly anything lower than a person who does not feel a great love, gratitude, and respect for his parents.

40. Unless students come to grips with controversial issues in their community they are not really being educated.

41. Many times discussions are stimulating, but greater progress is made if there is a specialist who knows the answers present in the book.

42. Many schools have ineffective programs because they do not confine their activities to teaching children.

43. Disagreements from any member of the group should be given careful consideration before a group decision is reached.

44. If people would talk less and work more, everyone would be better off.

45. One of the best contributions a school can make is to help the community become aware of its problems and needs.

46. Class members should be able to rely on the teacher to keep discipline in the class.

47. Schools have no business getting involved in health or welfare problems of the community at large.

48. When it comes right down to it, each of us has to look out for himself.

49. Obedience and respect for authority are the most important virtues children should learn.

50. Schools are not teaching the fundamentals as well today as they used to do.

51. When a group really wants to get something accomplished, the leader should be given the right to exercise definite authority.

52. It is important for the leader to keep the group members from getting into heated discussions so that no one gets his feeling hurt.

53. An effective teacher should always take the responsibility upon himself to clarify problems which face the class.

54. Theoretically, it may be a fine idea, but practically, one cannot afford to risk damage to school property by letting outside groups use school facilities at night.

55. When it is possible to use either an individual or a committee, the assignment should be made to an individual to insure efficiency.

56. Children are educated for better citizenship when they are allowed to study problems which exist in the community.

57. Groups which use parliamentary procedures can probably make the most effective group decisions.

58. Competition among the agencies in a community is probably a healthy thing.

59. Because of the nature of the world in which he lives, the individual should look out for his own interests first.

60. The less there is a line drawn between the school and community, the better.

61. Regardless of the maturity of the class, its members should be able to rely on the teacher to provide information necessary for the problems which the class is considering.

62. Faculty committees must make the best professional decisions which they can, even though parents may disagree strongly with those decisions.

63. Science has its place, but there are many important things that can never possibly be understood by the human mind.

64. It is up to the leader to put people in their place when the success of the group is endangered by their behavior.

65. The real criterion for the judging of any technique of dealing with other people is how quickly it will help the group get its task completed.

66. The true American way of life is disappearing so fast that force may be necessary to preserve it.

67. The school can do its best job when it becomes an integral part of life in the community.

68. Democratic group methods might have to be abandoned in order to solve urgent practical problems.

69. A person who has bad manners, habits, and breeding can hardly expect to get along with decent people.

70. When the teacher assumes definite authority, it leads to a greater personal security for class members that when the teacher and the students have the same authority.

71. It may be necessary to make use of autocratic methods in order to obtain difficult democratic objectives.

72. The real contribution to our society are made by people who receive good education in the basic subjects and didn't waste their time in shop and laboratory activities.

73. No weakness or difficulty can hold us back if we have enough will power.

74. Practically it is necessary to ignore the feelings of some members in a group in order to reach a group decision.

75. Most people don't realize how much our lives are controlled by plots hatched in secret places.

76. Group members should be able to rely on the leader to keep discipline in the group.

This INVENTORY appeared in the C.P.E.A. study "Antecedents and Effects of Administrative Behavior", Jenkins, David H.; Blackman, Charles A." College of Education, Ohio State University, Columbus, Ohio, 1956.