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A STUDY OF LAY CITIZEN LEADERSHIP IN PROJECT UNITE:
COLUMBUS PUBLIC SCHOOLS, AUGUST, 1971
THROUGH AUGUST, 1972

DISSESTATION

Presented in Partial Fulfillment of the Requirements for
the Degree Doctor of Philosophy in the Graduate
School of The Ohio State University

By

Ernest Alfred Husarik, Jr., B.A., M.S. in Ed.

The Ohio State University
1973

Reading Committee:                          Approved by

Dr. W. Frederick Staub
Dr. Roy Larmee
Dr. Paul R. Klohr

W. Frederick Staub
Adviser
Faculty of Educational Administration
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VITA

July 2, 1941 . . . . Born--Gary, Indiana
1963 . . . . . . . . B.A., Olivet Nazarene College, Kankakee, Illinois
1966 . . . . . . . . M.S. in Education, Northern Illinois University, DeKalb, Illinois
1966-1968 . . . . Teacher, Worthington, Ohio
1968-1969 . . . . Principal, James Kilbourne Middle School, Worthington, Ohio
1969-1971 . . . . Principal, Perry Middle School, Worthington, Ohio
1971-1972 . . . . Research Associate, Faculty of Educational Administration, College of Education, The Ohio State University, Columbus, Ohio
1972-1973 . . . . Principal, Perry Middle School, Worthington, Ohio

PUBLICATION

FIELDS OF STUDY

Educational Administration: Advisor, Professor W. Frederick Staub

Curriculum: Professor Paul R. Klohr

Sociology: Professor Christen T. Jonassen
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>ACKNOWLEDGMENTS</td>
<td>ii</td>
</tr>
<tr>
<td>VITA</td>
<td>iv</td>
</tr>
<tr>
<td>LIST OF FIGURES</td>
<td>viii</td>
</tr>
<tr>
<td>Chapter</td>
<td></td>
</tr>
<tr>
<td>I. THE PROBLEM</td>
<td>1</td>
</tr>
<tr>
<td>Introduction</td>
<td></td>
</tr>
<tr>
<td>Definition of Terms</td>
<td></td>
</tr>
<tr>
<td>Statement of the Problem</td>
<td></td>
</tr>
<tr>
<td>Significance of the Study</td>
<td></td>
</tr>
<tr>
<td>Limitations of the Study</td>
<td></td>
</tr>
<tr>
<td>Overview of the Study</td>
<td></td>
</tr>
<tr>
<td>II. THE REVIEW OF THE LITERATURE.</td>
<td>24</td>
</tr>
<tr>
<td>The Changing Urban Community</td>
<td></td>
</tr>
<tr>
<td>Reflections on Citizen Participation in</td>
<td></td>
</tr>
<tr>
<td>Community Decision-Making</td>
<td></td>
</tr>
<tr>
<td>Citizen Participation in Public School Decision-Making</td>
<td></td>
</tr>
<tr>
<td>Decision-Making</td>
<td></td>
</tr>
<tr>
<td>Citizen Involvement and Community Education</td>
<td></td>
</tr>
<tr>
<td>III. DESIGN OF THE STUDY</td>
<td>76</td>
</tr>
<tr>
<td>The Applicability of Selected Research Designs</td>
<td></td>
</tr>
<tr>
<td>The Design of the Study</td>
<td></td>
</tr>
<tr>
<td>The Collection and Analysis of Data</td>
<td></td>
</tr>
</tbody>
</table>
IV. PROJECT UNITE .................................................. 86

The Past
The Concept
The Project UNITE Search and Solve Teams
The Participants
The Media
The Time Line
The Recommendations
The Board of Education
Summary

V. APPLICATION OF THE SCHNEIER MODEL
TO THE EDUCATIONAL ARENA ............................. 120

The Model
Three Interviews
Interviews: Search and Solve Team Chairmen
The Lay Leadership Questionnaire
Summary

VI. SUMMARY, CONCLUSIONS, GUIDELINES,
RECOMMENDATIONS ........................................... 175

Summary
Conclusions
Guidelines
Recommendations

APPENDIX

A ................................................................. 209
B ................................................................. 211
C ................................................................. 213
D ................................................................. 218
E ................................................................. 220

BIBLIOGRAPHY ................................................. 237
### LIST OF FIGURES

<table>
<thead>
<tr>
<th>Figure</th>
<th>Description</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Project UNITE--Columbus Public Schools</td>
<td>99</td>
</tr>
<tr>
<td>2.</td>
<td>Project UNITE--Organization Chart</td>
<td>102</td>
</tr>
<tr>
<td>3.</td>
<td>Project UNITE--Time Line</td>
<td>112</td>
</tr>
<tr>
<td>4.</td>
<td>Lay-Leadership Questionnaire</td>
<td>164</td>
</tr>
</tbody>
</table>
CHAPTER I

THE PROBLEM

Introduction

Citizen participation in planning, a seemingly facile subject at first glance, becomes upon further analysis a phenomenon of infinite complexity and subtle dimension. Truly the more one explores the endless ramifications of citizen participation, the more one appreciates the old adage of 'Having a tiger by the tail.' Every effort to reduce its protean-like substance to a definable, systematic, and comprehensible body of thought is resisted by inherent dilemmas—contradictions between myth and reality and even between different sets of observable social phenomena. Citizen participation virtually defies generalization and delights in reducing abstractions to dust.¹

This study is about lay involvement. The research will examine the lay involvement of citizens in Project UNITE in the Columbus, Ohio public school system. "Project UNITE" is an acronym which stands for "Understanding Needs--Improves Tomorrow's Education."

Project UNITE was proposed by the superintendent to the board of education during the latter part of November 1971, for the express purpose of involving school personnel and lay citizens in studying a number of problems facing the school system.

Project UNITE involved hundreds of citizens; either affiliated with the professional staff of the school system or as lay participants. Dr. Howard Merriman, executive director of the Department of Evaluation, Research and Planning, was appointed to coordinate school personnel in the project. Mr. Will Hellerman, executive vice-president of Nationwide Insurance Company, was appointed as the community coordinator in the project.

The work of each Search and Solve team began in early February 1972 and the recommendations of each team were coordinated into a final report during March. On June 6, 1972, the coordinated report was presented to the board of education. Seven hundred forty-six Project UNITE recommendations were submitted to the board and to the public.

The board of education stated that they would examine the report and then act upon those recommendations that could first be easily implemented. Those recommendations not immediately enacted upon would be given considerable study and taken under advisement for priority ranking.
The superintendent of the school system stated that "Project UNITE" would focus in the areas of educational programs, building needs, staff, finance, long-range organization of the school system, urban problems and communications. The project was divided into seven Search and Solve teams each headed by a lay leader whose task would be to study the various questions and problems in these major areas. It is for this reason, lay involvement, that the researcher has chosen this as an area of study.

Educators throughout the nation espouse the ideals of lay involvement in the public schools. Central office administrators continually remind their administrative subordinates to involve the "people." Yet the irony of all the words, the printed messages and attempts at involvement often represent the lay citizen as a mannequin to be exploited or "co-opted" for the purposes of the educator.

Decision-making in school matters is seldom, if ever, delegated to the lay citizens. It can be argued that citizens of the community serve on school boards, are leaders in booster groups and have representatives on a myriad of educational councils, but how often does a group of community lay citizens actually participate in decision-making except for the perfunctory involvement in special programs or projects?

The educator's position regarding lay participation is well stated by McClosky. He writes that,
The fact that public understanding and support remain inadequate and that professional educators alone cannot raise them to satisfactory levels does not diminish the need for professional guidance. Instead, as other changing aspects of society become more complex, the need for combining lay and professional effort becomes correspondingly greater.\(^2\)

Lay involvement in public school issues is not new; what is new is the resurgence of citizen interest and a renewed emphasis on education in many communities throughout the nation. This greater involvement has been brought about by several factors. Some of the major social forces that have brought about this change are the media . . . particularly television. Television, with its instant news and special reports, brings problems that were once remote to the daily attention of the public. Public education has been depicted through riots on college and university campuses in addition to the ugly scars left on the high schools. Such controversial issues as civil rights, educational equality and busing, affect the attitudes of citizens in both rural and urban America. The public is no longer satisfied with their representation on school boards, ad hoc committees, curriculum councils or citizen task forces. The cry for involvement is much louder.

In 1968 the Ohio State Advisory Commission in its report to the Columbus Board of Education stated:

There is a deep seated and serious disagreement on the part of some in Columbus today about what the schools should do and how they should be run. The intensity of this disagreement was demonstrated clearly by the comments made to the Advisory Commission at the community conferences held in the high schools and at other meetings. Review of local events over the past two years makes clear the fact that the very establishment of the commission came as a response to increasing public tensions about school issues in Columbus. Against this background there is strong and continuing need for cooperation among schools, parents, other citizens, and community organizations and agencies. Cooperation is rooted in mutual understanding which, in turn, depends upon effective communication.\(^3\)

Cooperation and understanding are two words that permeate school literature designed for community consumption. What causes administrative personnel to subtly acknowledge a credibility gap? Surely with the impact of the media citizens are more knowledgeable about their schools!

The urban school as an institution has not openly reflected change. To most of its constituents the physical plant looks as it did when they were children in the community. While changes may occur in teacher training, the curriculum, and teaching strategies, the image of the school is still shaped by people. School officials should

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\(^3\)A Report to the Columbus Board of Education, (The Ohio State University Advisory Commission: Columbus, Ohio, 1968), p. 13.
attempt to communicate clearly the goals and directions of the school system to all members of its constituency. When this is not adequately done the intentions of the school officials are often misunderstood, which causes unnecessary conflict.

Boards of education should reflect the attitudes and values of the community. Sometimes this cannot be. Appointed urban school board members often owe their allegiance to the politician; elected urban school board members are so far removed from constituency pressures that accountability at times is but just a thought. Citizens generally join either special interest groups to lobby for their rights or participate in ways that are not viewed as conventional.

De Tocqueville stated that,

I am tempted to believe that what we call necessary institutions are often no more than institutions to which we have grown accustomed. In matters of social constitution, the field of possibilities is much more extensive than men living in their various societies are ready to imagine.  

The entire question of lay involvement in school decision-making is most frequently neglected by boards of education. It is somewhat of a paradox that members of boards of education have not insisted on greater community involvement. As lay citizens board

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members are in a unique position to solicit lay citizen support either by endorsement or by the citizens' personal involvement.

Part of the problem that inhibits boards from seeking greater lay participation may be due to the controversial and troubled community control plans experienced by the New York City Board of Education. To many administrators the very thought of "lay" people working on or giving direction to the school program is anathema. There seems to be an "administrative psychology" that equates active lay involvement as bad. Lay participation seems to involve either fear or emotionalism from almost every member of a school's professional staff.

Citizen participation does not mean the illusion of a participation, the semblance of involvement, the opportunity to speak without being heard, the receipt of token benefits, or the enjoyment of stop-gap palliative measures. Participation means participation—in every dimension of life, of culture, or of our economy, our educational system, our political system, our decision-making processes. It means full enfranchisement with respect to the totality of society's activities. 5

The task of the school professional is to transform the adjectives describing planning for lay participation from the ideal to the practical.

Prior to World War II the urban setting was one that could be thought of as constant. The larger cities had experienced immigration from foreign countries, industrialists were occupied with expansion, and the media consisted of newsreels at the local movie, or better yet, the radio commentator Gabriel Heater. To paraphrase an old expression, schools were to be seen but not heard. Teacher prestige was all but non-existent, students were to be disciplined and were taught to memorize most of their lessons.

Since the mid-forties it almost goes without saying the urban setting has been transformed from a constant to an unstable and often explosive environment. Business and industry developed spectacular technological tools. Record keeping procedures that had been used for decades were obsolete with the refinements of the computer. A method of communicating with the masses in society burst forth in the fifties via television. The cultural and information lag was now but a past memory by the end of the sixties. Almost every segment of society realized benefits of this advanced technology. The schools, however, remained for the most part isolated. The isolation was reduced by two important societal phenomena; the teachers' strike in New York city in the early 60s and the university riots of the mid and late 1960s. Both of these events "shocked" the so-called "silent majority."
City after city experienced restlessness and trouble from either its teachers or public school students. Hastily politicians and others formed blue ribbon task force groups to investigate and explain the causes and detail the cure. The society was no longer provincial, the school was no longer isolated. Citizens no longer were fearful to speak out on important educational issues. Lay participation became active involvement on the part of scores of citizens.

It can be argued by many that lay participation is not widespread and that the professional school people still control all of the variables. It can also be argued that the winds of change are blowing in a new direction and that direction is not less but greater lay involvement, not only on advisory bodies but in policy making for schools.

The growing role of local citizenry in the schools is taking many forms. Recently, for example, we have seen in the Middle West homework policies determined by parents of elementary school children, a new principal selected on the basis of criteria established by parents in cooperation with the school board, and a court action brought by a 15-year-old junior high student who wanted a place on the ballot in a school board election.6

This more active role has come about for a number of reasons.

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The reasons are no longer confined to dissatisfaction or a growing militancy on the part of urban community groups that seek only self-determination. Involvement in education by lay citizens is active in many medium-sized and smaller school districts. Citizens in larger school districts are seeking dramatic changes in school governance because they believe that the educational professional cannot bring about the necessary changes in the inner city schools. Another reason is that citizen dissatisfaction can be found in the general alienation of young people which has had its most profound consequences in the public schools, by attempting to discredit the authority of administrators and teachers. A final reason may be offered in that a number of contemporary writers have dealt into or attempted to demystify the entire educational process with a vast expansion of popular literature on educational subjects.  

Several additional considerations need to be mentioned because they have had a tremendous impact upon producing attitudinal changes on the part of the public toward education. Schools have generally been reactors in that they have followed the patterns of community change and thus served as somewhat of a stabilizing element. Schools have very seldom been on the forefront of

7Ibid.
community change efforts. Schools until recently have not had to be concerned with their continued existence as an organization. Their financial support was accepted as a public responsibility and mandatory attendance laws assured their student clientele.

Education is vulnerable to political pressures from a variety of special interest groups and individuals, including parents. The purposes of education are often vague, diverse and sometimes conflicting. Schools often face many demands but have no clear mandates. Schools find it even more difficult to demonstrate their achievements or to even develop adequate programs of internal assessment.

Charles Adrian writes that,

... the community as a symbol of direct social relationships and grass-roots government has been highly romanticized in recent years by both popular and scholarly writers. People were never so interested in it as they have become now that they feel they have lost it. 8

Weaknesses in governing structures in public education are as readily apparent as those in any other arena. Shortcomings in school services are well known to the clients of these institutions. Moreover, the growing amount of public conflict over how to upgrade

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such services has in the past provided eyecatching news coverage all across the nation. Conflict is masked by the participation of newly- aroused but traditionally docile parents, teachers and students have directed public attention to a search for alternatives to present-day governing arrangements.

While the movement toward community control had its impetus from the frustrations of inner city residents over what they believed to be the failures of public education, this is but one more sign that the public believes too of participation and involvement.

Educational traditionalists hold that education is a governmental responsibility and public education as essentially a community governed activity. During the past two decades the following changes have been observed. In essentially homogeneous and small communities, the public school appeared to represent the views of the community in that the school board was perceived as representing the community. In urban centers, however, the school board is more likely to represent greater numbers of diverse groups. Moreover, the sheer size of urban school systems tends to widen the distance from the policy makers to the community. With the addition of the movements toward unionism or greater professionalism control over the education process has moved even further from the community.
This new movement for involvement demands meaningful participation. Currently, meaningful participation exists somewhere between professionally circumscribed participation on the one hand and total community control on the other. It asks for a parental and community role in such matters as personnel, finances, and curriculum. The vehicles of participation may be structures at the individual school level or elected bodies on a neighborhood basis. In either case, one of the chief criteria is proximity of educational decision makers to the affected schools. The major political criterion is accountability of the professional and the school system to the community.

Educators have not been totally oblivious to the idea or notion of citizen participation, but they have defined it in a most myopic way. The professional often appears to perceive his role as that of interpreting the school to the community. Witness, for example, the school newsletter, a certain number of "special" visiting days during American Education Week or the function of most parent-teacher organizations. Most school officials as well as teachers maintain a subtle and occasionally not so subtle facade that discourages parental presence and most parents visit the school mainly in response to trouble. Schools seem to have carefully drawn boundaries as to how far parents may go, even in asking questions of professionals. Even when the difficult questions are asked, information is often
safeguarded as being in the professionals' domain. Only after being threatened with lawsuits are some school systems beginning to accumulate and release performance data on a school-by-school basis.

Schools have not been especially alert to these increasing demands. Cunningham describes the school's failure to comprehend the situation:

Part of the problem stems from the basic fallacy in the school system approaches to school relations. The preparation programs developed by colleges and universities for administrators in training have been urged to tell people about the schools, sell the schools to the people. Very few efforts of a continuing type have been mounted which allow parents and students opportunities to share their feelings about the schools with school officials. Information flow has been primarily one way. Legitimate outlets have not been provided for protest or discontent. PTAs and similar organizations have often ruled discussions of local schools weaknesses out of bounds in order to perpetuate a peaceful, tranquil, and all-is-well atmosphere.\(^9\)

The major factor of most professionals in such a concept of community relations is to make the system work more smoothly. From the parents' viewpoint this concept has one basic flaw; when a school system is dysfunctional, the community is acting against its own interests in failing to criticize it. Basically, the existing

\(^9\)Luvern Cunningham, Governing Schools: New Approaches to Old Issues (Columbus, Ohio: Charles Merrill, 1971), p. 179.
The concept of parent and citizen participation in education is aimed at maintaining the status quo.

Attempting to maintain the status quo is now too complex for any modern techno-industrial society. Schools in a number of smaller and medium sized communities are making important and often dramatic changes in the design and organization of their schools. It must be reemphasized that these communities generally are more homogeneous and therefore they are not confronted with the great diversity in populations found in urban areas.

Citizen participation in these smaller areas has been less than challenging. People have a false sense of involvement. The suburban resident is more apt to call the school over a discipline problem, complain that drugs are too prevalent in school, perceive himself as an active "volunteer" in the PTA but otherwise not involved in the decision-making processes as it affects school policy. Understandably, suburban schools will find that citizens will become increasingly more involved in educational affairs. If the school and the community are to establish close ties, then the school must be willing to seek out and invite broad community participation.

Nystrand and Cunningham included the following quote from Mario Fantini in a report to the Columbus, Ohio Urban Coalition which best summarized the role of the school and the community.
... when people have a part in their institutions, they share responsibility for them and are more likely to pay close attention to the stated mission and actual performance of the institution. ... Participatory democracy in education should also give parents and community a tangible respect for the intricacy and complexity of the professional problem in urban education. It is not likely that parents who have gained admission as true partners in the process will over-simplify and lay the blame for educational failures solely on the professional. 10

Definition of Terms

Project UNITE--An acronym for the overall organization of the Columbus Public Schools' investigative study. The letters in UNITE represent: Understanding Needs--Improve Tomorrow's Education.

Citizen--A member of the local community or in its broadest sense society.

Lay-citizen--A person who is a member of the community and by occupation or avocation is not in the employ of the educational system.

Lay-leadership--is represented by an individual or group of individuals who are not members of the educational profession but are involved in decision-making.

Citizen participation--is represented by an individual or group of individuals who are members of the local community and may or may not be members of the educational profession who volunteer or are asked to participate on committees or in special projects regarding the schools.

Educational professional--in the public school context is an individual who by the nature of his educational training is recognized by a department of education as a member of the profession.

Community--Communities do not exist in vacuo. Each one occupies its own physical setting and is spatially surrounded by other communities more or less similar in organization, culture, and function. Institutional arrangements provide the framework within which various members of these separate communities relate to each other in transitory or in permanent cooperative activities. Within each community one finds the economic, political, religious, social, even familial activities which create cohesion among its members, and which also extend to or include those of other communities.  

Open-mindedness—In its most utilitarian sense it represents willingness to discuss and examine new ideas and approaches to problems.

Reasoning—The ability to think and examine problems in a logical and systematic manner.

Problem solving—The ability to look at and willingness to cope with problems.

Concern for others—The ability to convey a genuine interest in other people as individuals.

Independence—The ability to make one's own decisions.

Community School—A community school is a school where the educational program grows out of the life of the community and serves to improve that life. Through mobilizing all available human and other resources, it becomes a center of vital learning and of many varied opportunities. It is a unifying force for community services directed toward improving the living of individuals and groups, as well as a life centered educational institution designed to develop mature, productive citizens.  

Statement of the Problem

The purpose of this research study is to formulate guidelines for lay involvement in educational decision-making. This field study will attempt within Schneier's policy-making model to analyze the phenomenon of lay involvement in Project UNITE and its influence on the policy-making body--the school board.

The major areas to be investigated in this research study are as follows:

1. To determine if the lay leaders of the Search and Solve teams along with the overall coordinator of Project UNITE established the procedures used to organize the various lay-citizen sub-committees.

2. To determine if the lay-leaders were able to formulate and implement policy decisions as related to Project UNITE.

3. To determine how the lay participants on the various sub-committees of each Search and Solve team perceived the role and function of their lay leaders.

4. To ascertain which recommendations of the lay leaders' Search and Solve teams were actually "new" proposals submitted to the board of education.

5. To determine how the board of education acted upon these recommendations.
These additional questions will guide the investigation.

1. What were the criteria for selecting the Search and Solve chairmen as well as the overall project coordinator?

2. Why were some of the lay leaders so motivated to work on Project UNITE even though they did not reside in Columbus?

3. How much control and authority was allocated to Search and Solve team chairmen?

4. What impact did the 1968 Advisory Committee's report have in guiding the organization and purposes of Project UNITE?

Significance of the Study

Public school boards of education often engage lay citizens in fact finding missions, committee projects, or campaigns. By whatever label, lay citizens are involved by school personnel. Project UNITE was designed to build-up citizen participation and to provide a framework or channel for citizens to communicate their recommendations about the school system to the board of education. The Columbus Board of Education which represents the 17th largest public school system in the United States, not only used lay citizens in a fact finding project that required the assessment of the city
school system but extended to these lay citizens some very limited decision-making powers as well.

This research will attempt to ascertain just how much latitude and actual goal and direction setting the lay leaders exercised or had in Project UNITE. This study will provide insight into lay leadership involvement in school/community decision-making.

The significance of using the model hypothesized by Edward Schneier will be to test this kind of phenomenon.

This research will enable others to see with greater clarity and specificity the role that lay leaders and citizens can provide in assessing and determining directions for an urban public school system.

Perhaps the study will demonstrate that involving key lay-citizens in school decision-making promotes greater understanding of the school's role in the community.

Through this study perhaps the role of lay leaders and involved citizens will be clarified so that this type of involvement is not viewed as a threat to administrators or the school board. The real threat could well be not enough lay involvement.

Limitations of the Study

The scope of this study is limited to that of examining the methods used by the lay leaders to organize their committees for the
accomplishment of writing recommendations for Project UNITE.

Lay-involvement differed in this project from others in the following ways: 1) The lay leaders had divergent backgrounds and interests, but all made a commitment to Project UNITE; 2) Lay leaders were given broad responsibilities and power to organize his/her particular Search and Solve team; and 3) Lay leaders had to work within the same time line.

The scope is further limited in that the study will examine only the role of ten to twelve lay leaders and the impact each had on his/her committee's final report.

The scope is also limited in that this study is dealing with the way one board of education determined to be the most effective way for gathering massive amounts of data on the state of its school system as perceived by related citizens.

There will no doubt be a number of major limitations of the basic data. The sources upon which the researcher may have to depend for data could be, in general, very subjective. Every effort will be made to cross check data for differing perceptions.

Overview of the Study

The following represents the organization of this study as it reports the factual data and their relationships to existing theoretical and empirical information available.
Chapter I contains an introduction and a statement of the problem with an accompanying statement of significance to relate this study to the existing literature. A definition of terms is included to assist the reader in interpreting the intent of the writer.

Chapter II is a review of the literature concerning citizen and community participation in public schools.

Chapter III provides a report of the design used in this study and the theoretical rationale for using this design.

Chapter IV presents vital background information related to Project UNITE and citizen involvement.

Chapter V analyzes the data within the framework of Edward Schneier's six significant stages of policy-making as adapted for lay-involvement in school policy-making.

Chapter VI offers a summary, conclusions, guidelines, and recommendations for further study which can be made as a result of this work.
CHAPTER II

THE REVIEW OF THE LITERATURE

This study is concerned with lay-participation as it relates to decision-making and policy development in the public schools. In order to gain a total concept of lay involvement this chapter is divided into four sections.

Section one deals with the changing urban community. The second part delves into domestic issues that have brought about community participation in decision-making. Section three of this chapter addresses itself to community participation in the public school context. The final segment focuses on the concept of the community school.

The Changing Urban Community

In reflecting upon the myriad of words conveyed during the past decade there exists in this language two words that have perhaps produced greater anxiety, are heavily laden and quickly reproduce emotional shock . . . those words are "social change." Writers may use euphoric sentence structures interspersed with
adjectives or construct grand paradigms describing interpersonal transactions, culture transfers, or write in futuristic terms, but in reality most of these words convey the meaning of "social change" and its implications. This society in a few short decades has become the master of the impossible in nearly every scientific and technological category.

The effects of this rapid social change are aptly described by C. P. Snow. Snow is a novelist and scientist and a number of his comments are directed at the new visibility of change. He wrote that "until this century social change was so slow, that it would pass unnoticed in one person's lifetime. That is no longer so. The rate of change has increased so much that our imagination can't keep up."

Change has perhaps been easier to recognize in industry. Automobile manufacturers re-style their products from year to year so that the consumer can immediately notice the body changes. Corporations build high rise glass towers to impress the public with financial solvency. Citizens in the urban areas are for the most part passive to any change efforts. Federal grants in the mid-fifties provided the impetus for cities to begin what was then termed "urban

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renewal projects. Large segments of land in urban areas that had been classified as "less desirable," the "ghetto," "inner-city," or the "slums," were bull-dozed in the name of "progress." Generally, progress was defined as a freeway or interstate highway project.

The displacement of people and the non-concern for the ecological quality of the land was the legacy left by this period of progress. Minus and Greer contend that this is but a social and personal consequence of change. They go on to say that,

Change is probably more uneven and has more dimensions, and it is more usefully seen as a movement on a continuum than as a progression from one categoric box to another. Still, it is probably generally true that urbanization throws man upon secondary relationships, that it leads him toward specialization, makes social organization more complex, and brings about its bureaucratization.\(^2\)

Citizens have a tendency to react in unpredictable ways. When government becomes too large, and the politicians, functionaries, and bureaucrats develop policies that appear void of human concern, the "silent majority" can suddenly become the "violent minority." This violence was witnessed in city after city during the mid-sixties. Community leaders throughout the nation asked . . . what happened and commission report after commission report\(^3\)


\(^3\) Examples are the Detroit Mayor's Development Commission and The Bundy Report.
included sections that stressed the need for greater citizen participation in community decision-making.

Perhaps one reason for the civil upheaval of the sixties can be attributed to its historical antecedents. In the fifty years since 1900 the rate of growth of the urban population has declined.

Amos H. Hawley points out that especially since 1920 there has been,

... a shift of high growth rates from central cities to those parts of metropolitan areas not included in central cities, commonly referred to as satellite areas. That is to say, rates of population growth in immediately outlying areas have reduced city rates proportionately, by comparison. The declining rates of increase in the central cities have been functions mainly of the slowing growth of central cities.

As a reenforcement of Hawley's work, Schnore found that part of this slowed-down city growth stems from the failure or inability of cities to annex surrounding densely settled areas. Another factor has been a tendency for residents of the central city to move in increasing numbers to various parts of the satellite areas. A third factor is the tendency for migrants from outside the urban area to move directly to the peripheral ring rather than to the

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city itself. The general consequence of this slowed-down urban
growth rate is the movement out of the city of middle and upper
income families.

The vacuum created by this outward migration laid the founda-
tion for urban unrest. The predominant city dwellers now were
represented by a wide variety of ethnic groups whose common bond
was poverty.

Shaw wrote:

Who replaces suburban-bound citizens in the core
cities? Throughout American history, the chief
sources of unskilled urban labor has been European.
Today, trans-Atlantic immigration has been reduced to
a trickle, and the principal newcomers are natives of
the western hemisphere. Thousands of Puerto Ricans
and blacks from our Southern states have settled in
such northeastern cities as Newark and New York.
Southern blacks and Appalachian whites have migrated
to Baltimore, Detroit, Cincinnati, Chicago, and other
cities in the Middle West, Mexican-American and native
Americans have flocked to Western cities, such as
Oakland, California, and Phoenix, Arizona. Between
1950 and 1960, New York City lost about 1,300,000
middle class whites, a population greater than Cleveland,
Ohio. They were replaced by 800,000 blacks and
Puerto Ricans, an underprivileged group larger in size
than Washington, D.C. New York's experience in the
fifties was not typical in numbers, but it was character-
istic of population shifts other major cities have
experienced.6

6Frederick Shaw, "Educating Culturally Deprived Youth in
Urban Centers," Phi Delta Kappan (November, 1963), pp. 91-93,
96-97.
The neighborhoods into which these various ethnic groups settled often were characterized by bad housing and high population density. Incomes tend to be low and uncertain and many residents depend on welfare checks. Most have limited vocational and economic competence and low social and economic expectancy. Leadership in these areas is often lacking. Family patterns are disrupted, crime rates are high and cultural resources are almost non-existent. These, in part, account for the changed face of the urban community.

Havinghurst\(^7\) stated that urban change presents two major concerns. It has first led to increased segregation on the basis of income and race. This segregation is a threat to democratic unity and educational opportunity, for inner city or gray areas of the central cities breed political and social divisiveness and discontent. The second concern is that space is not utilized properly. The location of industry, business, and housing has made the daily journey to work longer and more difficult than is really necessary for a large part of the population. The urban area planners of the past did not allot enough open space for recreation and the enjoyment

of nature has not been distributed so as to be available to the majority of the people.

As the total population of the urban area grows, the lower income area around the central business district becomes greater. This is a result not only of the growth of the total population but also of the concentration of lower-class people in areas of poorest housing which are usually found in the oldest sections of the city. Those who can afford to move do so as their financial status improves. In general, working class people whose income is sufficient move out of the inner city and take up residence farther from the center of the city, while people in middle-class districts of the central city move out to middle-class suburbs. Thus, the overgrowing total population divides itself into the lower class at the center, with successfully higher socioeconomic groups at greater distances and the upper-middle class and upper class largely in the suburbs.

This population shift triggers yet an even greater crisis. Economic problems foreshadow all else in the city. Corwin⁸ states that with the movement of the middle class to the suburbs, the urban tax base diminishes. The most heavily used part of the city is paid for by the lower class residents who have to remain there. Evidence

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of this trend can be found by examining the distribution of economic activity within specific metropolitan areas over time. The consequences of this economic migration for the tax base of the central city is obvious. As industries move outward, taxable assessed valuation, the source of local property taxes, has barely held its own in many cities and has actually declined in several large cities.

Berke states that,

... between 1958 and 1967, the property values in the Northeast grew three times more in the outlying areas than in central cities, six times more in Midwest suburbs than in Midwest cities, and for the nation as a whole, areas surrounding the major core, cities grew in value at two and a half times the rate of the core cities.9

Whatever edge remains in favor of the cities, is further nullified by greater demands for public services which are placed against the cities' property tax. Berke goes on to say that,

... public health, safety, sanitation, transportation, public housing, and social and recreational services all require proportionately larger expenditures in core cities than in other segments of the nation. As a result, whereas approximately 50% of public expenditures in the suburban areas of major metropolitan areas are devoted to such general governmental services, better than 70% of central city expenditures must go for those activities.10


10Ibid.
It is doubtful that even with "new monies" generated from the federal tax revenue program that city government will enjoy surpluses or design sound plans that will ensure judicious spending of these public monies.

Edward C. Banfield in his somewhat controversial book, The Unheavenly City, offers a brief but accurate description of the transformation of the city. In the first half of the Twentieth Century the process of growth was accelerated by changes of technology. "Invention of the mechanical refrigerator, along with a vast increase in the variety of inexpensive canned foods, reduced the number of boarding houses and restaurants. Dispersal of factories was brought about by the use of heavy-duty power transmission cables." 11

During the depression the federal government gave outward expansion and push when the Federal Housing Authority was created. These troubled years saw great numbers of citizens leave the cities and seek rural areas where land was available. However, as the nation moved into the forties and the conflagration of World War II, the urban area once again revived.

As soon as wartime controls were lifted, the logic of growth reasserted itself. Bumfield wrote that:

A high pent-up demand on the part of the well-off, whose numbers had been swelled by formation of new families, wartime property, and the home-loan provisions of the 'G.I. Bill of Rights,' burst forth in a mass exodus from the city to the suburbs: between 1940 and 1950 some 2.3 million persons moved out of the largest central cities. Not all of these people went to the suburbs, of course, and 2.3 million was only 12 percent of the total population of these cities, nevertheless, the sudden outward surge was unprecedented in scale. As had happened before, when the well-off left, the not well-off moved into the housing left behind. The most nearly well-off of them took the best of it and left the housing they vacated for others below them on the income ladder, who in turn passed their housing down to still others.12

It is this potpourri of population, values, and economic shifts that brought about the conditions of the central city as we know it today.

The growth of the American city has gone along with and been a product of changes in production, motive power, transportation, and communications. Every transformation in the economy, including the rise of new industries and the changes from canals to flight and from steam to atomic power has further complicated the web of city life. Yet the changes move inexorably onward and as they occur they keep retransforming the skyline and the very structure of life in the city.

12Ibid., p. 31.
Campbell, Marx, and Nystrand state that:

Urbanization has been a prominent theme in American development. At the time of the 1960 census, 70 percent of the 180 million Americans were classified as urban residents. Projections indicate that by 1980 these figures will increase to more than 80 percent and 241 million. The extent of population concentration in the nation is reflected by the fact that 63 percent of the 1960 population resided in the 212 Standard Metropolitan Statistical Areas. By 1965 the Bureau of the Census recognized 222 such areas in the United States and estimated their total population to be 126 million persons. Projections for 1980 suggest a metropolitan population of 170 million, a figure nearly equal to the total population of the nation in 1960.¹³

These statistics are a far cry from those reported in 1790. During that early period when the nation first emerged it had no cities, large or small, that could compare with the size of many European cities. In the new America there were a few small cities between 10,000 and 25,000 but none existed that were over 50,000. New York City did not reach the million population mark until 1880. The quintessence of understanding today's urban problems is less a mystery when placed in its historical perspective.

The most recent change in the urban areas has been a growth in the suburbs instead of the central city. This change was brought about in the 1920s by rapid advances in transportation. Between

1950 and 1960 suburban growth in metropolitan areas occurred at a rate of 48.5 percent, while central city populations grew at an average rate of only 10.8 percent. Many people with the means to do so have exchanged living in the central city for a house in the surrounding suburbs. "In some cases, commerce and industry is beginning to follow its executives and its clientele to the shopping plazas and industrial parks of the suburbs. Central cities are left with declining populations and a dearth of acknowledged leaders." Cities continue to be the center of institutional America.

The central city on any given weekend without its suburban residents is eerie in its silence. Suburban residents return to the city during evening hours because of the cultural and recreational activities that are available. The city as a place of work and a cultural and recreational center provides a vast range of individual opportunities and brings the diverse interests of an incredible number of people into mutual contact.

This gathering together of large numbers of people in a common area has created the need to maintain order among them. The past two decades have been years of mounting crisis for cities. The "urban sprawl" has transcended the traditional organizational

14 Ibid.
15 Ibid.
boundaries to cross the administrative and legislative jurisdictions that once were an effective basis for providing urban services and facilities. As a result of this situation, joint federal-state-local efforts to stem the decay and disorientation of unplanned urban growth have been initiated, particularly with respect to urban housing and transportation.

One of the crucial problems is the diminishing amount of taxable property, particularly in urban areas. In the case of property removed from tax rolls and condemned for construction of freeways and traffic arteries, the lost revenues cannot be recovered. In urban renewal areas of the city it may be years before the full amount of taxes from redeveloped land is available.

Urbanization has also made a dramatic impact upon education. People migrating to the large cities come to a mode of life and an environment alien to them. This type of situation constitutes a grave educational problem and an added financial burden as the schools try to meet the needs of these people who require an increasingly large share of special services. These new residents have little or no understanding of how to deal with city living, frequently do not possess skills applicable to city life, and demand services from the city to which they do not contribute in tax dollars.

Despite population declines in most of the nation's urban centers, public school enrollments have increased. Fourteen of the
fifteen largest urban school systems, with a minimum of 500,000 city population, experienced an increase in the number of school-age children from 1950 to 1960. Non-white students represent the greatest percentage of the increases. Many of these cities, meanwhile, have had a decrease in the number of white school-age children. In addition, most central cities have large private and parochial school enrollments where whites constitute the vast majority of the student study.

The urban school population has changed drastically over the past twenty-five years. Old and obsolete school facilities hamper educational progress in two ways. Students disadvantaged by poverty, often living in great squalor, are deprived of environmental conditions that might improve their attitudes toward education; they are deprived of the beauty and natural splendor that often surround pupils in other sections of the city. Inadequate physical facilities tend to drive good teachers away. Competent beginning teachers are hesitant to accept teaching assignments in older, obsolete buildings with such depressing surroundings.

Financing public education in the cities of the nation thus requires the solution of some complex problems and controversial issues. Inequities in financial support, failure to recognize municipal overburden, failure to recognize costs due to bureaucracy, decreasing tax bases, and access to wealth, failure to recognize program cost differentials, failure to recognize valid costs for school construction—all represent pressing problems to solve. Each level of government places the responsibility elsewhere, and the cities, surrounded by proliferating suburban political jurisdictions, find themselves trapped in a snare of administrative boundaries.

Within the past year there have been a number of court cases filed that could, if upheld, potentially alter the financing of public school education. It is unlikely, however, that new changes will occur during this decade. What is important is a greater urgency on the part of local citizens and state governments to seek alternative ways of financing public education. Education as well as other institutions in the city have been affected by the instability of the urban population. At no time in the past has the urban school had to ward off crisis after crisis to maintain its very existence. At this point in history it is difficult to be optimistic with respect to

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major solutions for the future of the schoolhouse in the city.

Campbell, Marx, and Nystrand state that:

We do well to remember that urbanization is more than a clustering of people and institutions. It is also a way of life that demands personal independence and adherence to impersonal rules and procedures. The immigrant who comes to the city may be unfamiliar with traffic lights, expressways, charge accounts, and employment agencies. If he does not know how to read or write, his chances of understanding and utilizing these urban common places are slight and his chances of obtaining a desirable job are very limited.

Cities have long faced the problem of teaching urban newcomers how to get along in the metropolis. Today this is more difficult than before, for most immigrants are blacks, who, because of their visibility and because of long-standing prejudices on the part of established urban residents, are often less than welcome. The untutored immigrant also is faced with finding a job in a labor market which, unlike that of ten years ago, has relatively few openings for unskilled workers. The assimilation of growing numbers of such immigrants in the face of declining physical, fiscal, and leadership resources is the basic problem confronting modern cities.18

Reflections on Citizen Participation in Community Decision-Making

Any discussion of community decision-making must include the pioneer work of some of the earlier researchers in this field.

Floyd Hunter's study of Regional City, as reported in his book, Community Power Structure, represents an important turning point

18Campbell, Marx, and Nystrand, Education and Urban Renaissance, pp. 6-7.
in the study of the decision-making process. Hunter's research contributed several new insights in this area. First, he took a look at the power structure of an American city, at the forces and people which converge at the central point of decision-making. Kimbrough wrote that:

While writers have since questioned the applicability of Hunter's findings to other cities, his study has provoked much interest in empirical analyses of the decision-making process. Numerous scholars have been persuaded not to accept decision-making models based upon anything except scientific investigation. 

Three additional researchers with impressive credentials were Robert S. and Helen Lynd and W. Lloyd Warner. These early contributors of power structures and community life focused their studies not only on community leaders but they also analyzed the effects of decision-making on the local community.

The work of the Lynds, however, revealed sharply the ways in which economic power was used in daily decisions made in small American cities. Although the emphasis on economic elitism may have been slightly overdrawn, the two Middletown studies established empirically the role of business and industrial leadership in local community decisions.

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Warner's study of Newbury Port, Connecticut, identified as Yankee City by the research team, was selected because it appeared to represent a stable community with minimal confusion or conflict, with some industry and a number of different ethnic groups. However, Yankee City turned out to be a community undergoing dramatic social change. Warner was unable to find a model of social organization, but rather he was able to witness a shift from local ownership to absentee ownership in the town's major industry. This meant that local norms or the persuasions of the community no longer had the same importance with the absentee owners. Campbell, et al. quoted Warner's discussion of three historically important Yankee City figures who were former owners and managers of factories as follows:

The essential point to remember about all three of these men is that they were subject to local control, because first, they were dominated by local sentiments which motivated them 'to take care of their own people'; second, they were under the powerful influence of the numerous organizations to which they belonged; and, third, their personal contacts with the local citizens directly related them to influences from every part of the city. 22

Studies such as these were made during a time when it was much easier to identify communities. During the decades of the twenties and thirties towns and cities were undergoing rapid changes

22Ibid., p. 409.
attributed to industrialization, urbanization, and bureaucratization. In the past these changes were generally viewed incrementally, but with the passing of each decade of the twentieth century less reliability could be placed on former beliefs.

Population growth, combined with population mobility in addition to technological advances, produced some dramatic changes for contemporary community study researchers. The old "standard" definitions for community no longer seemed applicable. Campbell, et al. believe that community analysts today face the basic problem attempting to define what is meant by community. They stated that while no community in America was ever a completely closed social system, today it is increasingly evident that communities are becoming more open social systems. Hunter, in keeping with this point, warned that citizen participation could not become a reality until closed power systems opened to share citizen authority and responsibility.

Citizen participation as both a concept and reality has moved a long way in a relatively short time. It is interesting to observe that in the span of a few years the notion of citizen participation has evolved from a rather tenuous and rudimentary state to that of one

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23Ibid., p. 410.

24Hunter, Community Power Structure.
which has developed a sophisticated analytical approach. Citizen participation has become an attractive phenomenon for study in a number of professional disciplines. Political scientists, sociologists, educators, and social workers have all made forays into this area of research.

During the latter fifties most articles on citizen participation had as their focus participation in the context of urban renewal programs. Viewpoints expressed during this era generally described citizen involvement as that which stimulated dissatisfaction with the present and that the only true benefit gained was that information giving was conveyed as the most advanced form of participatory action.

Citizen participation throughout the 1960s involved a myriad of "actors." Citizen groups formed partnership with the government as well as against it. Groups also had a profound influence through community organizations that created a power base that was capable of challenging even city hall. This then provides a logical launching point for some concrete examples of active participation on the part of citizens in the decision-making process.

Paul S. Denise writes:

Since the end of World War II there have been developed in the United States a number of new approaches to facilitating the participation and involvement of a variety of rank and file constituencies in the work of agencies,
organizations, churches, projects, movements, and political parties, all of which have had among their chief objects certain changes in the basic social policies of several traditional American institutions. It frequently has been noted that since its beginning, American society has constantly given rise to new citizen associations. There is a body of sociological theory and research which testifies to an acceleration of these "joining" tendencies in the last few decades as a response to increasing urbanization with its presumed undermining of primary social relations, although this view is beginning to have its critics.²⁵

Denise also believes that some of the more recent organizations have created distinct new approaches to citizen participation, especially for the poor. As an example Denise cites the civil rights movement as one vehicle for the poor to join. He wrote that:

What is unique about participation in the civil rights movement is that it embraces a multiplicity of goals, it appeals to virtually the entire spectrum of Negro classes and interests as well as diverse elements in the white community and in other ethnic groups--and, most importantly, that it is able to command the sustained involvement of a large percentage of the members of its diverse constituencies beyond the occasionally dramatic clashes with the power structure, channeling much of the energy of individual members into a hundred or more relatively mundane activities having to do with the multiple goals of the movement.²⁶


²⁶Ibid., p. 8.
In the broadest sense, citizen participation in public affairs, is a fact of political life. Whether it is at the ballot box, in public hearings, or through some other less formal avenue, people will make their views known and their interests felt. One program that stimulated active citizen participation was the inauguration of Title I of the Housing Act of 1949, that more commonly became known as "urban renewal."

Few national programs affecting the city have begun under such favorable conditions. Although public housing has always been a controversial policy, redevelopment and renewal by contrast was accepted by every political faction, labor and business, as well as liberals and conservatives. Some place along the way the grand design for urban renewal soured. To pinpoint some of the reasons is not difficult.

Most federally sponsored projects are contingent upon a number of "evaluation" points which make the realities of administration a maze of bureaucratic "red tape." Invariably the land deemed as blighted was populated by the poor. The political and social consequences of relocating these families often became formidable obstacles, and opposition to such movements often precluded efforts at renewal.

Perhaps the most important reason for controversy and slow progress was the disagreement over the methods and even the
objectives of urban renewal. After the initial burst of enthusiasm greeted renewal in almost every city, the realities of the hidden political costs became evident. Peter Marris stated that voters who did not like being called slum dwellers and who liked even less being forced out of their old neighborhoods began to complain. Citizens living in areas affected by urban renewal began to band together and often formed vigorous neighborhood opposition groups.

Most neighborhoods which planners consider in need of renewal are in most cases low-income sections. Lipset wrote that people who resided in these areas were likely to have a limited time perspective, a greater difficulty in abstracting from concrete experience, an unfamiliarity with and lack of confidence in city-wide institutions, a preoccupation with the personal and immediate, and few, if any, attachments to organizations of any kind. Lacking experience in and the skills for participation in organized endeavors, this group was likely to have very little belief or faith in organizational situations.


28Seymour Martin Lipset, Political Man (Garden City, N.Y.: Doubleday and Company, 1960), Chapter 4.
Such people were usually the objects rather than the subjects of civic action: they were acted upon by others, but rarely did they themselves initiate action. As a result, they often developed a keen sense of difference between "we" and "they"--"they" being the outside, city-wide civic and political forces which sought to govern them. It was quite natural that the "they" were often regarded with suspicion.

The view which a neighborhood is likely to take in an urban renewal area is in large measure a product of its class composition. Generally, upper class and upper-middle class areas were more likely to think in terms of the long range benefits to their neighborhoods. Lower and lower-middle class people were more likely to view such projects as specific threats to them. This latter problem was in essence the catalyst to generate wide-spread community participation in decision-making.

There are generally two basic strategies used by groups in organizing community participation under such circumstances. The first recognizes the special character of depressed lower-income neighborhoods and seeks to capitalize on it. By stimulating and focusing on fears, an organization is created which can then compel other organizations to bargain with it.
Charles Silberman\textsuperscript{29} accurately described this type of activism when he wrote of Saul Alinsky's efforts through the famed Woodlawn Organization. According to Silberman, Alinsky was the executive director of the Industrial Areas Foundation of Chicago which was created in a lower income, heavily black area near the University of Chicago, an organization built in large measure on the residents' fear of urban renewal. As a result of Alinsky's efforts, special concessions have been won from city hall to remedy specific neighborhood problems.

The other strategy, obviously, is the one in which community organizers stimulate the creation of neighborhood organizations which are oriented toward "positive" action. These groups are generally formed in accordance with the type of participation "desired" by those governmental agencies responsible for implementing renewal plans.

Piven\textsuperscript{30} wrote that efforts to bring about citizen participation in urban renewal were marked by an irony reflecting the dilemma of renewal policy. Programs for citizen participation were developed to offset the spontaneous but often disruptive participation of local


protest groups. It was interesting to note that as long as renewal plans were oriented to the welfare of the city, they would invariably generate serious protest and conflict in local areas.

The belief that citizen involvement is essential is also reflected in Section 201 of the Economic Opportunity Act of 1964. This section provides a definition for a community action program. "The term community action program means a program . . . which is developed, conducted, and administered with maximum feasible participation of residents of the areas and members of groups served." This definition has caused considerable controversy throughout the nation. A number of people have interpreted the phrase "maximum feasible participation" with almost as much scrutiny as the phrase "with all deliberate speed."

This act differed from the renewal legislation in that these OEO projects were oriented to the poor in the project community rather than to the larger urban community. These poverty projects were also developed at a time when the civil rights movement had brought about new meaning and force to political and organizational activity among the minority groups that formed the majority of the urban poor.

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This renewed concern on the part of the federal government toward citizen participation reflects a characterization of the low-income urban community as subject to social protest action. This form of community action often dramatizes the problem, penetrates the general apathy of the community, and immediately polarizes the area affected, as well as the larger urban area. There are a number of drawbacks to this form of participation, but perhaps the most important is that this form of organization requires less personal and economic stability than sustained organizational participation.

Social protest was perhaps more effective in the 1960s by bringing about greater sensitivity toward individuals on the part of government only because more citizens were made aware of the problem.

In attempting to place a value on citizen participation, the Cahn's provide three statements about the importance of participation.

First participation, in and of itself, constitutes affirmative activity— an exercise of the very initiative, the creativity, the self-reliance, the faith that specific programs such as education, job training, housing and urban renewal, health, consumer education, and others seek to instill. Participation is, in fact, the necessary concomitant of our faith in the dignity and worth of the individual. The denial of effective participation, including the opportunity to choose to be heard, to discuss, to criticize, to protest, and to challenge decisions regarding the most fundamental conditions of existence is a denial of the individual's own worth and a confirmation of his impotency and subserviency.
Second, citizen participation, properly utilized is a means of mobilizing the resources and energies of the poor—of converting the poor from passive consumers of the services of others into producers of those services.

Third, citizen participation constitutes a source of special insight, of information, of knowledge and experience which cannot be ignored by those concerned with whether their efforts are fulfilling their aims.32

There is no doubt that at the heart of any discussion or plan regarding citizen participation there must be commitment; commitment on the part of the planners that citizens will have a meaningful role. It is the citizen who must live with the day-to-day results of the urban planners' decisions. In the past only token approval or acquiescence has been equated with citizen participation. The need, then, is to carefully review consumer-based programs and see if they promote or provide for the articulation of citizen needs, concerns, and grievances. Citizens no longer believe they have to be passive and stand by idly if they dissent or criticism is ignored or muffled.

It is also important to mention at this juncture that private, in addition to government, agencies have become involved with the broad issue of citizen participation. The Ford Foundation is perhaps

best known because of the assistance it provided the Office of Economic Opportunity in the development of a number of programs aimed at citizen involvement.

Marris and Rein\(^3\) identified three cities which the Ford Foundation assisted in cooperation with OEO. New Haven, Connecticut participated in a program of legal aid to citizens. The main thrust of this effort was to provide legal services in poor neighborhoods.

A second effort in New York was the Mobilization for Youth concept of community organization. The purpose for the MFY program was to provide for the encouragement and training of local leaders. This program was short-lived, due to an ambivalence on the part of community reaction. Large segments of the community viewed MFY as a militant organization.

The final example in this segment of planned community involvement occurred in Boston. The Boston attempt was dubbed as the "grey areas" project and the purpose was to have each neighborhood encouraged to take an active part in the planning of its own redevelopment. It was thought that through this participation

proposals could be refined more sensitively to the residents' needs. In the final analysis the project faltered because the basic organizational structure had been fractured in three agencies, each asserting a right to give direction.

Part of the problem in a highly structured democracy is that most every interest tends to be institutionalized.

Spontaneous protest is too sporadic: soon discouraged by frustration, it lacks the power of sustained bargaining. If the poor are to attract the able organizers they need, the defense of their interests must be offered a career which rewards the ambitious with growing prestige and power. 34

Citizen participation—real, genuine, meaningful, total, is probably the only guarantee that people will be willing to abide by the terms of today's social contract and have sufficient faith in the system to feel that it is in their best interest to wait for the next round of negotiations to press for still better terms with the framework of orderly dialogue and negotiation. Otherwise, the bargaining process shifts to the streets. Citizen participation at this point takes on another and more sinister meaning: civil disorder.

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**Citizen Participation in Public School Decision-Making**

Citizen involvement in the affairs of the public schools is not new. Educators often view citizen participation as a nuisance, a

34Ibid., p. 175.
necessary evil and a task that is often frustrating and most certainly time-consuming. Perhaps that viewpoint has not changed, but citizen attitudes have. This renewed interest in school affairs has been narrowed down to a basic question of who controls the schools?

Writing in the late 1950s Myron Lieberman put quite plainly what was until recently the prevailing view of the critics of the public school system. "The public interest is almost invariably better served by leaving professional questions to the professions." At the time of Lieberman's writing, critics of public education were particularly concerned with issues of censorship and the problems of desegregation.

The movement toward community control, as distinct from decentralization, derives not so much from the general crisis of effectiveness of the schools but rather from the specific failure of schools in dealing with the poor. Lay involvement within the past decade has increased and at times it sounds as if the public is saying, "once upon a time the people created public schools, and the schools belong to them."


36Ibid., p. 150.
McClosky believes that lay involvement in American public education pre-dates the founding of this nation. The early colonists placed a high value on citizen participation in education which formed one of the cornerstones of democracy. Cunningham and Nystrand state the following as the four basic purposes of citizen participation in school affairs.

They are to develop community understanding and support for educational objectives, to supplement school staff members in pursuit of educational objectives, to articulate citizen expectations for schools, and to insist upon accountability for educational objectives.

Campbell, et al. state that Americans have long prided themselves with the theory that public concern produces public involvement. The authors substantiate some of their conclusions with references to research studies on power structure. They point out that after World War II school administration courses placed greater emphasis on broad citizen participation in school matters. However, the writers point out that not all publics were invited; only those that were interested or sympathetic to the school board or administration.


The authors warn that this type of public selectivity cannot be practiced nor tolerated. This section is concluded with an admonition to school officials to think carefully about citizen involvement and to provide a mechanism whereby all citizens can express their views on educational policy questions. The crucial element is the concept of "openness" in dealing with citizen participation. School boards and administrators cannot insulate themselves behind the facade of total community participation, when in fact major segments of that community are ignored.

Lay involvement in the public schools has until recently been characterized by small groups of citizens interested in either supporting various school board proposals or by interest groups such as the athletic boosters, League of Women Voters, or political groups. In the early 1960s a movement for total lay involvement in schools became front page news. The New York City Board of Education witnessed different types of pressures from such divergent groups as the teachers' union and parents for local control.

Marilyn Gittell, in describing citizen involvement in New York City, wrote that:

Public participation in school policy formulation is circumscribed by the lack of visible decision-making, the general shortage of information available to the public, and a deficiency in the means for participation. While parent associations are active in individual schools with regard to localized and personalized problems, the highly centralized organization of the school system is a serious deterrent to communication between parent groups and policy makers. In short, public education policy has become the province of the professional bureaucrat, with the tragic result that the status quo, suffering from many difficulties, is the order of the day. 40

The tragic result was a violent disruption of the educational process in one area of New York City called Ocean Hill-Brownsville. The controversy centered on lay members of that community wanting to assume complete control in all school matters of that school district. The teachers' union was in total opposition to this plan while the local community pushed for control. The end result was hostility and confusion on the part of all groups involved, with the loss to each incalculable. Trust was destroyed, the credibility gap widened, and for the student chaos all but erased the basic issue of what education is all about.

Stanley P. Lisser writes that:

Although controversy and confrontation have always been a part of public education, the controversies and confrontations of today differ from those of previous years in at least one significant way. In the past,

controversies centered on the process of education. Parents and community leaders attempted to influence education decision-making, but usually accepted the basic power structure within which the decisions were made. Today the focus of the struggle is on changing the institutional structure. Only after the structure is changed to provide for increased community control will the question of changing the educational process to improve reading scores, for example, be undertaken.41

Lisser's discussions account in part for the change. True, the institution itself is under attack, but the reasons for some of the present attitudes can be explained. At no time in man's history has a method for mass communication been so sophisticated as it is today. What has happened is that the time lag between an actual event and the report has been reduced from months to seconds. Much of the public's impatience with bureaucratic organizations can be traced to the notion that this nation has come to regard itself as an "instant society." Many of this country's weaknesses as well as its strengths are exposed for all to see with just the turn of the switch.

Schools in this country reflect much too much of the past for a society that looks to the future. This is a nation that demonstrates change dramatically. One important impact of the media has been that citizens have become impatient with all forms of bureaucracy

and in particular with school bureaucracy. Citizens are no longer willing to "sit back" and let someone else do it. Today, most all segments of society believe that they have the "right" to order the direction of education.

Fantini believes that the reason parental and community participation declined during the early part of this century was due to the increased training and preparation of teachers. He maintains that the urban school still suffers some of the similar effects that the early immigrations from European countries caused. The urban ghetto today still has citizens with little or no education and consequently parents do not feel they can challenge the authority of the better educated school personnel.

Fantini also stated that the size of the urban school system is enough of a threat to citizens that it precludes active citizen participation. He says that even parents who are well-educated and represent a middle class background are deterred from meaningful decision-making by "either the inertial mass of the system or the aura of professional exclusivity."42

Spiegel maintains that dramatic occurrences often serve as triggers for citizen action.

It may be an exploding gas tank that induces an aroused neighborhood to demand improved safety measures. Or it may be the more prosaic growing of a Community Victory Garden where wartime conditions make rationing imperative. Often such actions result from forces that threaten a community, in which the citizenry responds to the existing threat by rallying together or seeking preventive measures in the future. 43

It is probably more common, however, that the issue which activates citizen participation does not stand in isolation. It is more likely that multiple citizen concerns have accumulated and reached a threshold beyond which inactivity is no longer considered an acceptable alternative. A single event may still be considered the most immediate trigger but, like the veritable iceberg, there is much below the surface.

The way in which the school is represented to its constituency often reflects what issue or issues serve as the catalyst for citizen involvement. McClosky aptly states that "incomplete, inaccurate, or misrepresented facts about matters as complicated as schools can warp judgment and result in mistakes and injustice that endanger everyone's security." 44 To test this statement all one has to do is


44McClosky, Education and Public Understanding, p. 400.
travel to the nearest community involved with either a school tax levy or a school bond issue on the ballot to sense that "dramatic occurrence that triggers community action."

Community action, however, does not have to evolve from conflict. Citizen involvement must also come out of the need to know more about the public school. Desirably, lay participation should include fact finding groups that search out and examine the various facets of the school bureaucracy. It is through this type of participation that more can be learned about the overall posture of the educational enterprise. The lay citizen's research is often candidly refreshing in insights and recommendations for providing alternatives to those "heavy" complex educational issues that abound in the urban school. Cunningham and Nystrand describe this level of participation as a second general way to view the workings of the educational system. "This framework allows for disagreements and sometimes conflict between citizens and school people, but it begins from the premise that all are legitimate participants in the educational enterprise."

Summerfield stimulates provocative thought by an analysis of citizen participation. He states that:

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... although most parents are concerned about their children in the school, mass citizen activity directed at the school is uncommon. Sometimes, however, mass support and participation become striking.

But mass participation is not always evident even when it operates intensely. Quiet support of the status quo or quiet support of elite efforts to bring change are both powerful political acts of citizens. Indeed, quiet support of the status quo has typified much of the public's role in the politics of education. 46

Summerfield uses the word politics as being synonymous with education. This reflects in large part the sophistication of the educator's understanding of the "pure" political arena and the ability of the educator to transfer the realities of politics to the school environment. For decades, and even in this generation, school officials have tried to obliterate the connotation that schools and politics are related. It is important to state that much of the naivete of the school personnel is giving way to the stark realities of the public's willingness to use whatever means are necessary to achieve its goals.

Iannaccone states the problem as follows:

The fundamental cause producing major stress in the urban-state politics of education lies in the development of a major discrepancy between the policies of educational authorities and the demands of their clients. The discrepancy is produced by the fully-developed isolated and closed nature of the urban school district's political

The immediate problems that citizens of the urban area face in dealing with the school are the rigid policies of the school in curricular-related matters and the teaching styles used by the professional staff. These failures to achieve serious curriculum change or the continued and growing hostility between the students and teachers generally force the citizens to seek "new" teachers who are responsive to the needs of their children. The conflict produced illuminates further how the bureaucratic rigidity at the lower levels of the urban school finds its counterpart in the rigidity of central office and school board.

Urban school boards as reflected by New York, Chicago, Detroit and others are generally notorious for not wanting to relinquish any of their "powers." Lay involvement cannot be a haphazard venture on the part of any of the parties involved. Charles Silberman's first chapter in Crisis in the Classroom open with this question, "Education for What?" It was succinctly answered as follows:

The education I propose includes all that is proper for a man, and is one in which all men who are born into this world should share. . . . Our first wish is that all men should be educated fully to full humanity; not only one individual, nor a few, nor even many, but all men together and single, young and old, rich and poor, of high and lowly birth, men and women--in a world, all whose fate is to be born human beings; so that at last the whole of the human race may be educated, men of all ages, all conditions, both sexes and all nations. Our second wish is that every man should be wholly educated, rightly formed not only in one single matter or in a few or even in many, but in all things which perfect human nature. . . .

John Amos Comenius
The Great Didactic, 1632

The essential dilemma in gaining participation, is that participation and influence depend on a range of social and economic capabilities. Strategies intended specifically to induce participation may set directions. Sustained and effective participation, however, will finally depend on the allocation to these communities of the social and economic benefits that are the resources for participation and influence in a complex society.

Citizen Involvement and Community Education

Section two of this chapter focused on citizen participation in the urban school. As a result of increased citizen involvement two

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alternatives emerged: decentralization and community education.

Part three deals with the concept of community schools.

This segment will briefly review the historical background of the community school movement and also discuss its resurgence in contemporary educational thought. Lay involvement permeates the current perspective of the community school. It is the belief of this writer that the philosophical ideas of the community school will for some become the panacea for those who seek greater lay participation in the public school arena.

The following quote provides some assistance for placing the community school in its proper historical time perspective. "The fundamental concepts which underlie the community school are neither the product of the twentieth century nor the result of any violent shift in the ideals of the community or the professional educator." 49

In the Fifty-Second Yearbook, Part II, of the National Society for the Study of Education, edited by Nelson B. Henry, C. W. Hunnicut stated that the "community school has a twofold contribution to make as a dynamic social force. He explains that the community school is in a position to develop a more effective and realistic

educational program" than the traditional school. Also, the school "can give guidance to the changing community." Relative to the latter function, Hunnicutt states that "the school's purpose is not to function as the arbiter of social change but rather to assume a coordinate position among community agencies and institutions providing leadership, direction, and support where it is appropriate to do so."50

Totten and Manley underscored Hunnicutt's remarks by writing about the nature of American society in the mid-fifties. Their observation was that school and society were undergoing continuous change, with the school being called upon to serve as a coordinating agent.

Our educational system plays a major role in the process of change and does its share in guiding the direction of such change. For several decades, the schools have been called upon to provide services that were formerly assumed by other agencies or by the family. The community school, through its educational program and its leadership, serves as a dynamic force in shaping community life and in solving community problems.51

History is unclear as to just where the principles of community education were first applied. Most likely some


community school principles were used when people first began to live together.

Naslund provides a good summary of the recognition of community school concepts from the time of the Greeks and Romans up to the early part of the twentieth century.

From the Greeks and Romans has come an insistence that education should result in social practice rather than stress intellectualism. Luther and Bacon demanded an education which would produce a people capable of improving life and man's estate. Barnard emphasized the moral and economic obligations of the school. Fellenberg and Grundtvig established schools which implemented their beliefs in the role of the school in social reconstruction. To these earlier statements Dewey, Hart, and King add the concept of school as society, recognize the fact that the school must seek the cooperation of other community agencies, and accept the fact that education is a consciously used instrument for social progress and should meet the needs of youth and adults alike. 52

That belief was explained by Gittell and Hollander as follows.

The balance of power in urban school systems, as in all political systems, is determined by the distribution of the resources of power. Control of public policy results from control of vital resources such as jobs, funds, social status and expertise. Competition among groups for the resources of power generally makes for a dynamic,

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pluralistic system, whereas monopolies produce a static system. Over a period of time, professionals in big-city school systems have used their expertise to secure greater control over jobs and funds. By broadening their base of power, they have expanded their control to public educational policy so that other potential participants have largely been excluded from policy making. 53

This recent movement for urban school reform through increased community control is an attempt to achieve a new balance of power by reintroducing competition into the system. In essence local community groups are competing with the professionals for power resources and a large share in the decision-making process.

In most schools, these powers are held by the board of education, the professional bureaucracy and the teachers' organization. In an effort to influence the board of education, community groups generally demand inclusion in determining such issues as expenditures of funds and participating in hiring of personnel. Resolution of such conflict would demand a transfer of some of the power to the community. However, since state legislation would be required to bring about such a change, it is highly unlikely that

legislators would upset constituted avenues of decision-making in
the schools.

The New York City and Detroit, Michigan Boards of Education represent two major urban school systems that were confronted by citizen groups which demanded greater participation in decision-making.

The attempts at community control in the mid-60s produced some revealing commentary. Two new conditions seemed to emerge from those experiments in community controlled school districts in the inner city areas.

First, there was initially less reliance on and trust in the professionals by parents and community leaders, and second, the more traditional types did not monopolize administrative and classroom jobs. Instead people from outside the system with minority group backgrounds were utilized. There also appeared to be greater acceptance of the role of the paraprofessional. 54

Agee Ward captures best the pervasive mood of the Ocean-Hill Brownsville's when he wrote:

Minority communities have long struggled for--and long been promised--these things under numerous concepts ranging from emancipation to integration. Contemporary existence among the minority poor daily brings it home that these approaches have failed.

More and more people of these communities are becoming convinced that these failures came about primarily because of resistance by comfortable whites to the pleas and demands made by the poor and the non-white. From this consciousness has been born the drive for local self-determination and community control. 55

The words reflect the sound of turbulence in a society that has been caught up by its own progress and frustrations. These voices have become silent but not inactive. Out of this turmoil has come a greater public consciousness that cannot be laid aside or cloistered in annals of past experience. There is a different voice on the educational stage seeking new directions for community education.

Much of the contemporary literature in education has but a single subject . . . community education. In today's context community education may offer some viable alternatives to participation within a framework that involves the total community.

The community education concept demands the development of mechanisms and procedures to insure that people, particularly parents of school children, will continually be involved in school affairs. "The local school plan must devise daily, weekly, and yearly programs that relate to community interests and needs; and it must

be a model for participatory democracy, using the individual school
as a basis for participation and school governance. 56

Every effort must be made toward the isolation of elements
between school and community. Increasing the awareness and
participation of parents, students, teachers, and administrators
involves increased commitment to the successes and the failures of
the school system. As we move toward the mid-70s, some differ­
ences in community participation can now be recognized that were not
evident several years ago.

As a social phenomenon, the demand for total com­
munity control of educational services and resources
has begun to subside. Now, however, district by
district--especially in the large cities but in smaller
towns as well, school boards, administrators, teachers,
parents, and students are attempting to struggle through
the development of viable patterns of citizen involve­
ment. 57

In one sense, we have come almost full circle. Deshler and
Erlich state:

Originally the public schools were extensions of educa­
tion in the home, clearly organized through grass roots efforts. The public schools were offered to generations of
young people as the best examples of American

56Gittell, Community Control of Schools, p. 133.

democracy at work. In the early days the community took a lively interest in determining programs, hiring teachers, and establishing ways and means for supporting schools. 58

Extended education and services to all citizens are brought into focus by the rapidly increasing complexities and problems of urban society. The mobility of the population, demands for new skills, and the breakdown in family and community life add urgency to the search for new solutions. There are those who insist that the time is past due for the school to become a true representative of society.

Kerensky believes that:

Community education is on the threshold of a major breakthrough. The concept has appealed to conservative legislators, educators, and lay people because it attempts to mobilize existing resources, maximize physical plant facilities, and reduce unnecessary duplication. It appeals to the futuristic and the progressives of our society because it demands change. It is progressive in that it suggests an alternative form of schooling and educational reform. 59

Much has been said about community education. In instances the term has come to mean whatever a person or community wants it

58Ibid.

59V. M. Kerensky, "Correcting Some Misconceptions about Community Education," Phi Delta Kappan, p. 158.
to mean. Minzy\textsuperscript{60} states that community education is an educational philosophy which permeates basic beliefs. It enlarges the role of the public school so that it is different. The school becomes responsible for all aspects of education as it relates to the community. The school, however, does not become all things to all men. It attempts to recognize the needs of the community and to act as coordinator, facilitator, or initiator to see that these needs are met. The school acts as a catalyst, serving an organizational role.

The community school becomes the device through which community needs are matched with community facilities and programs developed either by the schools or by other agencies and groups within the community. The responsibility for coordinating this function of relating needs to programs becomes that of the schools.

For the community education plan to be implemented, there must be one agent to take leadership for bringing together the learning forces and factors of all other agents. It is only logical that the school take such leadership.

While the entire community becomes the school, each school in a geographical area becomes a "home base." The school in its totality becomes an extension of the community. In its ideal state,

in order to establish a community education program to its fullest extent, the school should be available to citizens every day and hour of the week.

The real promise of community education, however, comes in that aspect called process. For unlike most current endeavors of social engineering which attack the symptoms of our problems, community education provides a system for involvement of people in the identification and solution of their problems.

Whether such an effort will make real change is difficult to determine at this point, but certainly an approach which allows for the coordination of resources through people offers greater promise than any other endeavor on the horizon. And even if the final result is less than desired, a technique for returning participatory democracy to our communities may be merit enough to warrant fostering the community education concept. 61

Summary

Citizen participation has produced change in our modern social institutions. The federal government's involvement in social legislation provided the initial impetus for large numbers of citizens to be involved in decision-making processes affecting their well-being.

As a result of urbanization, the urban school has also become a target for social change. For decades the urban school was

61Ibid., p. 153.
dominated by the political, the professional, and the functionaries. Non-involvement on the part of lay citizens in school affairs is passe.

All social institutions must be accountable for their actions and perhaps one of the most effective means of insuring that accountability is lay citizens' commitment to involvement in the decision-making stage of policy development.
CHAPTER III

DESIGN OF THE STUDY

The purpose of this research study is to formulate guidelines for lay involvement in educational planning. The design of this research was in the form of a field study. In determining the research design alternatives available for this project, two dominant factors emerged. 1) There was limited theoretical information available regarding lay participation and 2) by examining a variety of designs the researcher would be able to determine which one first uncovers general relationships and then reinforces or rejects them in later studies. The purpose of this chapter is to explain the progression of the design techniques with an emphasis on the field study, and to clearly explain the procedures used in this study.

The Applicability of Selected Research Designs

In describing the field study, Kerlinger viewed the purposes of the exploratory investigation as being to discover significant variables for later and more systematic testing of hypothesis.¹


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The field study according to Kerlinger is usually located in a social or institutional setting and various relations are determined among attitudes, values, perceptions and behaviors of individuals and groups in a situation. Guba also stated that a field investigation is a functional form of research if one recognizes it as a pilot study which yields some insights into the kinds of problems that might be encountered if he treats the data as heuristic; i.e. furnishing a convenient jumping off place for more detailed and vigorous research designs.\(^2\)

Guba\(^3\) identified four classes of research that provide examples of designs from which researchers may select.

The factors of external and internal validity determine the class of research which one can pursue. Guba defined external validity as the ability to describe \textit{a priori} the population to whom the results of the experiment will apply. This population is determined through scientific probability sampling methods. Guba interpreted internal validity to be a situation whereby all confounding variables can be converted into either controlled or randomized variables and


\(^3\)Ibid., pp. 237-240.
a comparison can be made between their respective magnitudes. 4

The descriptions of the four classes of research are: the investigation in which the external validity and the internal validity are impossible to identify, the survey where the external validity can be identified but the external validity is undermined, and the experiment where both external and internal validity are controlled and identified. Using Guba's descriptions, this study was classified as an investigation, since neither internal nor external validity was identified or controlled. According to Guba, much of the educational research takes this form of an investigation "not because we do not know better but because the situation in which we work forces us into this form of design." 5

As a reinforcement of Guba's analysis, Selltiz provided three levels of research, the first of which is the formulative or exploratory study. This level of research is intended to uncover relationships which tend to be heuristic or suggestive, rather than definitive or conclusive. In developing a design for such a study, three methods may be used to search out important variables or meaningful hypotheses. These methods include: a review of related social

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5Ibid.
science and pertinent literature, a survey of people who had practical experience with the problem to be studied, and an analysis of "insight stimulating" examples. 6 Selltiz also stated that whatever the method used in an exploratory study, the approach must be flexible so that diverse bits of data may be included in the overall heuristic approach.

The relationships which are developed in such a study are often misused, by considering them precise statements having both external and internal validity. It must be remembered by the reader that relationships developed in such a study are suggestive and need rigorous testing before they can be used as generalizations which apply to a variety of settings.

The intent of this study was to develop research questions which would assist the researcher in determining what guidelines could be developed to assist school personnel for involving lay citizens in school related matters.

The Columbus, Ohio Board of Education was selected as a viable study for lay leadership involvement. This school system was chosen because of its commitment to lay participation in a comprehensive study called Project UNITE. Kerlinger's field study methodology was employed in determining these relationships. Survey

techniques, such as interviews with the principal lay leaders involved with the public school study, were employed to gain insights into school-community relationships. In addition, a questionnaire was developed to sample selected lay participants about what they considered to be the effectiveness of the lay leadership.

The Design of the Study

This field study consists of a chronology of past actions of the lay coordinator and lay Search and Solve team chairmen as representative of lay leadership through developing a series of the recommendations for the Columbus Board of Education. In addition the researcher tested the adequacy of Schneier’s model to determine the degree to which the lay leadership of Project UNITE utilized that flow of policy development as outlined by Schneier in Policy Making in American Government.

Schneier identified six stages of policy development:
(1) formulation, (2) articulation, (3) mobilization, (4) codification, (5) application, and (6) redefinition. This research attempted to demonstrate that Schneier’s model was not proposed to be an isolated paradigm useful only in public policy decision-making; but rather the researcher will attempt to demonstrate that Schneier’s intention

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was to create a model that had implications for different "actors" in which perhaps all stages of the model would apply and others would not. Schneier wrote that, "the generation of any issue involves patterns of human interaction. . . . Thus to explore the process of issue formulation is to explore the relationship between the public and the polity; and we need to know something about people, about objectives, and about communication."\(^8\)

Schneier's six stages of policy development have legitimate application in this research project. The proposed study will test Schneier's model by utilizing the six stages as one resource that can be used in formulating guidelines for lay involvement in the educational arena.

The research data were derived as follows:

1. An examination was made of the lay coordinator's report and the seven Search and Solve Team reports.

2. Personal interviews were held with the persons who were the major lay leaders in Project UNITE. A structured interview schedule was developed (See Appendix A) and used as a major data gathering resource.

3. A short form questionnaire was mailed to twenty percent of the lay citizens who "actively" participated

\[^8\text{Ibid.}, \ p. \ 4.\]
in the process, for the purpose of acquiring their input.

4. A review of all of the items that were listed as recommendations were closely examined. (See Appendix E.)

5. An interview was also conducted with the superintendent of schools and the president of the board of education. The interviews were conducted within the framework of Schneier's model.

The Collection and Analysis of Data

The interview schedule was designed to follow the stages of Edward Schneier's policy-making model: formulation, articulation, mobilization, codification, application, and redefinition.

Pre-testing was conducted by interviewing the following: Dr. John Henderson was selected because of his expertise with Schneier's policy-making model; and Dr. William D. Hitt who served as one of the seven lay leaders in Project UNITE. The intent of the trial interviews was to determine if the questions asked elicited responses which provided data suitable for analysis. Secondly, it was to give the interviewer practice in administering the schedule.
Interviews, using the pre-tested schedule, were then conducted with the remaining Search and Solve Team chairmen. Modifications of the interview schedule were used with the superintendent of schools and the president of the board of education. The breadth of interviewing was intended to test the applicability of Schneier's model to the process used in organizing and completing the work of Project UNITE.

The questionnaire was originally developed by Dr. William D. Hitt, Director, Center for Improved Education, Battelle Memorial Laboratory, Columbus, Ohio, for use by participants to evaluate an administrative workshop. Dr. Hitt granted this researcher permission and assisted in adapting the instrument for use in this study. The lay participant questionnaire consisted of ten statements and one open-ended question that were directed at gaining information from lay participants about the performance of the lay leadership.

The interviews were conducted using the questions developed through the interview schedule in each of the appropriate categories as outlined by Schneier's six stages of the model. Each person interviewed was given an opportunity to discuss all questions to which he could respond in a full and complete manner. If the interviewees opened up a new area of inquiry, the investigator pursued these new areas with spontaneous questions in an attempt to exploit the insight of the person being interviewed and thus learn as much as possible
about the "inner-workings" of Project UNITE. Such observations were then cross-checked by following up with questions in the same area with subsequent interviewees.

Data from eight of the interviews were recorded on tape while the last two were recorded on note pads. All of the interviews lasted one hour. The tapes and notes were transcribed onto note sheets by the interviewer at the conclusion of each interview.

All of those interviewed seemed anxious to discuss Project UNITE. It appeared that the interviewer had been the only contact any of the interviewees had in terms of "debriefing" them about their work in the project. The interviewees granted the researcher permission to select direct quotations that would provide essential data to the study, however, they cautioned the researcher to be selective and judicious in the use of direct quotes. Each was assured that sources of particular or sensitive information would remain anonymous, however, the researcher indicated that participants would be identified in the study.

The data gathered from the interviews and the questionnaire were analyzed in terms of Edward Schneier's policy-making model: formulation, articulation, mobilization, codification, application, and redefinition.
Data were analyzed by developing a series of questions that correspond to all six stages of the model (See Appendix A). The questions were carefully assessed to determine if the model could be recommended as one means of organizing the work of lay citizens about to participate in some phase of public school involvement. The researcher developed the questions with the assistance of two individuals. The first individual was one that was familiar with Schneier's model. He had worked with it in a research project and concluded that the researcher had adequately structured the questions so that they were effective for use with the model. The second individual's expertise was in the field of research design. It was also his opinion that the researcher's questions were appropriate for inclusion with the model.

Finally, the affect of Schneier's six stages of the policy-making process of Project UNITE were analyzed to determine if they were efficient and effective, and if not, why. The researcher asked each of the participants if they would examine the model and judge if such a model would assist them in organizing the tasks of the Search and Solve Teams. The participants were positive in their remarks and indicated such a model would have helpful suggestions in organizing and structuring the work of their various committees.
CHAPTER IV

PROJECT UNITE

The Past

The social unrest that permeated numerous urban areas in the mid-sixties also left its indelible imprint upon Columbus. The black community, in particular, expressed greater dissatisfaction toward society's established institutions which they believed had denied them the full benefits of opportunity as afforded by the equal protection clause of the fourteenth amendment. It was perhaps for this and no other reason that the 1968 Ohio State University Advisory Commission came into existence. The task of the commission as defined by the Columbus, Ohio Board of Education was "to clarify some of the problems facing the schools and to offer recommendations which would help solve them."1 Yet, within a span of three

1 Ohio State Advisory Commission on Problems Facing the Columbus Public Schools, "A Report to the Columbus Board of Education," (Columbus, Ohio: The Ohio State University, June 15, 1968), p. 1.
years another major city-wide study of the school system was under-
taken with its stated mission as: "to solve problems facing the
school system." In order to understand the rationale for this latter
study, it is necessary to briefly review the antecedents of the
present.

The Columbus Public School System during the 1950s wit-
tnessed new growth and a renewed confidence on the part of the
citizens of the city toward its school system. This confidence was
demonstrated by the passage of a bond issue large enough to construct
scores of new school facilities. School board meetings during this
era were typified by non-controversial issues and board minutes
quickly became a matter of public record. Few, if any, individual
citizens or groups attempted to influence board policy.

There was no hint that in the transition from one decade to
the other that the status quo would dramatically be altered. Subtle
changes, however, were affecting society. Columbus, as in the rest
of the nation, began to enjoy a gradual increase in prosperity. The
influence of television as a means of rapid communications brought
the scope and realities of national as well as international problems
daily into most Columbus homes. Methods of travel changed. The

\(^2\) Staff Newsletter of the Columbus Public Schools, Intercom,
Vol. II, No. 7 (December 3, 1971).
daily tempo of life was compressed and each new day seemed to bring another major technological advance that further compressed time.

Urban areas began to change with the inward and outward migrations of its diverse social groupings. Larger numbers of lower income families settled in the city. For example, the census statistics for the city of Columbus between 1950 and 1970 revealed that the black population increased at a slower pace than in most large urban areas. However, in the decade from 1950 through 1960, the approximate percentages of the black population changed from 13 to 17 percent. By 1970, the estimated percentage was set at 22 percent. Many "established" housing areas were transformed from single to multi-dwelling residences. The demand for labor and greater job opportunities brought thousands of new citizens into the urban area. The old, the young, the indigent, and the poor no longer exclusively relied on normal bureaucratic channels for assistance. Every major institution experienced a resurgence of citizen involvement through both legal and extra-legal means. The urban school was perhaps the first major institution to witness this societal transition.

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3These figures were those reported by the Franklin County Regional Planning Commission.
Black leaders emerged in Columbus as did their counterparts throughout the country. The inclusive Civil Rights Bills of 1964 and 1965 tried to erase the "with all deliberate speed" language of the 1954 Supreme Court ruling in Brown v. The Board of Education. The urban school came under close scrutiny from every quarter. The curriculum was evaluated, the number of minority students and educators assessed, the equality of opportunity for all students examined. A new age of social consciousness emerged.

Educational research in urban education blossomed and was perhaps highlighted by the Coleman Report. This cry of social injustice in the urban school almost subsumed the anguish "heaped" upon the public schools after the 1957 Sputnik spectacle. Columbus, as in most urban centers, found its school system under attack. The Columbus Board of Education was affected by the black unrest and reacted by establishing revised policy guidelines and in some instances reaffirmed existing policies. In the years between 1964 and 1970 the increase in interest group activity is reflected through major policy "shifts" by the board of education. Groups such as the NAACP, CORE, The League of Women Voters, The Urban League, and scores of ad hoc committees emerged as major examples illustrative of citizen involvement. This involvement seemed to be a prime factor in producing changes in board of education policies.
The Board of Education in Columbus was no longer viewed by the black community as the initiator of policy, but became a reactor. Board meetings produced greater conflict and misunderstandings with major segments of the community. The board, in an effort to recapture the offensive, turned to specialists in urban planning and education at The Ohio State University. It was at this juncture in 1968, that the board wanted a comprehensive report on its relationships with the community.

The Ohio State Advisory Commission involved numerous citizens, both lay and professional. The final report is filled with impressive charts and data regarding the status of the school system with respect to its position in the community. The document is well-written and provides a perspective of the crucial issues involving the black community and its relationship to the public school.

Publicly, the report was received with "deep appreciation." Privately, the commission report was perceived as a product of liberal thinking elements housed at the university. The critics also believed the report did not adequately reflect the viewpoints of the majority of Columbus residents and that the levels of lay participation were at best perfunctory.

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4 This information was conveyed to the researcher by a member of the board of education.
In retrospect, when the commission's report is placed in juxtaposition with Project UNITE similarities are there. The commission's strategy to involve large numbers of lay and professional citizens and the request to complete the report within a short time line reflect part of the format in Project UNITE. As a result of this first major study, the community became familiar with the processes involved in producing such a document. The board's reaction to the commission's report was evidently etched in the memories of many Columbus citizens, for in the pre-planning of Project UNITE, numerous individuals asked if this would be another massive study in which the recommendations would be ignored.

Three events of special importance occurred within a short period of time. In the three year time frame from 1968 through 1971 the following happened: 1) The board of education in 1968 placed an 8.2 operating levy on the ballot which passed. The purpose of this "new" money was to add personnel in elementary physical education, art, and music; 2) The teachers' organization, however, was interested in larger increases for the entire teaching staff and, consequently, money that had been promised by the board for additional personnel was reduced. This type of action allowed critics of the board of education a forum. The board's credibility was questioned and this, in part, was responsible for the bond issue defeat in 1970;
3) The final event was that the superintendent of schools announced his retirement.

The public "schism" that developed between the board of education and the community was not intentional. The schools simply became the easiest target for citizens to vent their frustrations regarding the social unrest that existed in Columbus. The school facilities were overcrowded, the board was obstinate in policy decisions, and generally, conflict was never resolved.

The 1971 board of education was consistently unable to agree on numerous policy decisions affecting the school system. They did, however, make a commitment on procedures and selection of the new superintendent; a commitment and agreement they fulfilled.

The Concept

The hiring of a new superintendent can be interpreted as either a mandate for the continuation of current practices or the change may indicate a desire to provide the school system with new directions. Carlson's research concluded that the employment practices of a board of education with respect to the superintendency are as follows:

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5Information relative to the former superintendent and board of education's apparent "credibility gap" with the community was shared with the researcher in interviews with individuals that were both representative of the school system and community "power structures."
School boards elect insiders to the superintendency only when the judgement has been made that the schools are being properly administered. . . . School boards give outsiders but not insiders, a mandate to act in regard to organizational development and the necessary support . . . (Regarding his first generalization, Carlson said:) The conditions of employment indicate that school boards will be satisfied if the insider keeps things as they are, but they expect and are satisfied with an outsider only when some changes are made. School boards hope for creative performance from outsiders and are happy with a stabilizing performance from insiders.  

This was the case in Columbus, Ohio in the spring of 1971. The Columbus School System had several qualified candidates for the superintendency in the administrative cabinet, but the board elected to hire an outsider. The new superintendent was on the job in August, 1971 and by early fall evidence of a change in direction began to surface.

The administrative cabinet was invited to participate in a retreat at Burr Oak State Park. The purpose of the retreat was to "brainstorm" ideas for re-establishing lines of communication both within the school system and with the broad school constituency.

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6Richard O. Carlson, Executive Succession and Organizational Change (Chicago: Mid-West Administration Center, University of California, 1962), pp. 69-70 and p. 18.

7Members of the administrative cabinet in the fall of 1971 were: Warren E. Beers, Joseph L. Davis, C. L. Dumaree, L. W. Huber, F. T. Rudy, James S. Wade, and Howard Merriman.
A number of planning sessions were held prior to the retreat. The Ohio State Advisory Commission Report had been re-examined as well as several other community participation documents. Point and counterpoint were raised regarding the feasibility of attempting a massive re-examination of the school system. Most members of the administrative cabinet pointed to the 1968 study as a factor which caused some misunderstanding in the community toward the administration and school board because it appeared that the recommendations from that study were not fully implemented. The counterposition, however, was just as grim. The school system was in need of new facilities and the time would soon come when a large bond issue would have to be placed on the ballot. The concept of Project UNITE, was stated in the acronym "Understand Needs--Improve Tomorrow's Education." The superintendent's goal was to involve lay individuals in the Columbus community in Project UNITE and make that study representative of the broad interests of the city.

The superintendent worked closely with the President of the Columbus Chamber of Commerce as an initial step in outlining the goals, directions, and purposes of UNITE. He sought guidance from other sources and requested the names of leading citizens who could possibly be involved in a leadership position in UNITE.

The rationale for this approach on the part of the superintendent was both novel and extremely perceptive. The superintendent
and his staff reasoned that to personally direct Project UNITE would create greater skepticism, and this, in turn, could jeopardize any progress in attempting to recapture the trust of the community.

The decision to use lay leaders was also a departure from the traditional practice of choosing school personnel to serve in the pivotal leadership roles. School personnel, however, were involved in major posts of responsibility but their primary function was to assist the lay leaders in an advisory capacity.

Prior to involving the board of education, the superintendent and his staff prepared what they believed to be the method of organizing for Project UNITE. Board members then met with the superintendent and he presented the rationale for UNITE and also solicited their suggestions for alternative approaches or clarified areas that were of concern. The board's resolution (See Appendix) was broad enough to allow the superintendent to improvise as the work of various committees began to unfold.

**The Search for Leadership**

In the organizational plan for Project UNITE it was decided that the top lay position would be that of community coordinator. The superintendent in consultation with knowledgeable citizens of the Columbus community sought recommendations for this job. He had indicated that he wanted someone with experience in volunteer
service, who was respected by the leadership in the community, and that the person be noted for administrative and organizational ability. One name consistently emerged. Will Hellerman was recommended by every segment of the downtown leadership.

Mr. Hellerman's background in working in the downtown area combined with his job as a vice-president in charge of public relations in a well respected Columbus based company, made him an attractive candidate for the position of community coordinator. The Superintendent in a meeting with Mr. Hellerman explained the broad goals of UNITE and also answered Mr. Hellerman's probing questions about the coordinator's position. Mr. Hellerman accepted this major leadership responsibility.

The selection of the seven Search and Solve team chairmen was handled in a variety of ways. The Superintendent and Mr. Hellerman each submitted the names of possible candidates to each. They were assisted by some members of the board of education and their own personal staffs. Several prominent Columbus businessmen turned down the offer to serve as a Search and Solve team chairman. Their reasons were that they were overcommitted and could not take on any additional responsibilities. These local leaders did say, however, that they would endorse and support the effort of Project UNITE.
The seven Search and Solve team chairmen were selected in the following manner:

a. Napoleon Bell--Mr. Bell, an attorney, was appointed mainly on his reputation as an outstanding community leader. He was a leading spokesman in the black community and his participation would actively demonstrate that the school system was interested in soliciting the assistance of members of the black community.

b. Frank Brockmeyer--Mr. Brockmeyer, UAW local president, represented the labor element. His orientation to the welfare of large numbers of blue collar workers made his remarks, judgments, and perspective invaluable to the work of the steering committee.

c. Jack Schenck--Mr. Schenck is a vice-president of one of the leading banks in the Columbus area. Mr. Schenck's work in UNITE focused exclusively on the financial capability of the school system.

d. William Hitt--Dr. Hitt is employed by Battelle Memorial Laboratories in Columbus. Battelle was requested to provide someone to assist with Project UNITE. Dr. Hitt was asked by his superordinate to participate.

e. Jack Davis--Mr. Davis is an attorney in Columbus.
He is active in a number of downtown committees. Mr. Davis was considered to be an influential individual.

f. John O'Neill—Mr. O'Neill was the general plant manager for the giant Columbus Western Electric Works. Mr. O'Neill's civic work was widely acclaimed and his standing within the leadership structure of the community was impeccable. Mr. O'Neill accepted the appointment but shortly thereafter was promoted and transferred out of state. His successor was Mr. Bill Mylett, labor relations manager at Western Electric.

Mr. Mylett worked with Project UNITE almost from its inception.

g. Mrs. Betty DuBoux—Mrs. DuBoux brought a woman's perspective to the steering committee. She was President of the Columbus P. T. A. Council, and therefore, was able to coordinate the work of a large number of lay people already committed to the school system.

The organizational structure of Project UNITE is represented by Figure 1. One additional person held a major responsibility in the organization with the title of Project Director and Coordinator. This

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8 Assessment of several central office administrators and members of the Columbus Chamber of Commerce.
Figure 1. Project UNITE--Columbus

Board of Education

Superintendent

Project Coordinator

Citizens Steering Committee

Community Coordinator
Will Hellerman

<table>
<thead>
<tr>
<th>Educational Program</th>
<th>Buildings</th>
<th>Finance</th>
<th>Staff Development</th>
<th>Search and Solve Team Task</th>
</tr>
</thead>
<tbody>
<tr>
<td>N. Bell Chairman</td>
<td>F. Brockmeyer Chairman</td>
<td>J. Schenck Chairman</td>
<td>B. Hitt Chairman</td>
<td></td>
</tr>
</tbody>
</table>

...
Figure 1. Project UNITE--Columbus Public Schools

Board of Education

Superintendent

Project Director and Coordinator

Community Coordinator
Will Hellerman

Search and Solve Team Task Groups

Finance
J. Schenck
Chairman

Staff Development
B. Hitt
Chairman

Organization
J. Davis
Chairman

Urban Problems
W. Mylett
Chairman

Communications
B. DuBoux
Chairman
was Howard Merriman, who was at that time executive director of the Columbus School System's Department of Evaluation, Research, and Planning. Dr. Merriman was assigned as project director and coordinator by the superintendent. His primary function was to coordinate the work of the school personnel with that of Mr. Hellerman's team. Each Search and Solve team chairman was assigned a number of the superintendent's cabinet. The purpose of this was to provide assistance in gathering data regarding the school system.

It is important to note that each company cooperated with the school system by providing various individuals involved as Search and Solve team chairmen with UNITE some special considerations with respect to their regular job functions. Nationwide Insurance, for example, loaned Mr. Hellerman to the Columbus Board of Education for the three months that Project UNITE was an on-going organization.

The Project UNITE Search and Solve Teams

It was decided by the superintendent that Project UNITE would consist of seven broad areas. Each of these areas represented one vital phase of the school system's operation. Combined, these seven represented every facet of the school system. Each committee was to provide recommendations for a five year period (1972-1977).
The total composition of each committee is represented in the organizational chart identified as Figure 2. There were only two Search and Solve teams that did not form sub-committees. Figure 1 identifies each committee and the Search and Solve team chairman. The following provides a description of each committee and its stated function.

1. **Educational Programs**

   **Purpose:** This committee's function was to examine and recommend changes in the school curriculum. The work of the committee was delegated to 10 sub-committees. Figure 2 provides a complete listing of each of the sub-committees.

2. **Buildings Committee**

   **Purpose:** The specific task areas assigned to this committee were as follows:

   -- project future enrollments
   -- project facilities to house the educational program
   -- project facilities to house existing and future enrollment
   -- project placement facilities
   -- project the modernization of facilities
   -- project site needs
Figure 2. Project UNITE--Organization Chart

1. Seven Search and Solve Teams
2. Twenty-four Task Groups
3. Numerous Sub-Task Groups
1. Seven Search and Solve Teams
2. Twenty-four Task Groups
3. Numerous Sub-Task Groups
--project school services' needs
--project the cost of the above items

This committee's size was such that it was able to function as a committee-of-the-whole. A section of this committee's work provides a school-by-school needs analysis for a five year period (1972-1977). In reviewing these recommendations after the passage of the November 1972 bond issue it is readily apparent that this committee's work was extremely important.

3. Finance Committee

Purpose: This committee studied the budgets of the Columbus School System from 1962 through 1972. It determined the effectiveness of money utilization and established a base upon which to build financial projections for the future and to improve methods of communication between the school system and the taxpayer.

4. Staff Development

Purpose: Staff development was defined by the committee as any systematic means for improving staff performance. Included in the scope of staff development were the functions of: 1) recruiting, selection, and assignment, 2) orientation of new staff, 3) in-service education, and 4) performance appraisal and rewards.
The basic assumption underlying the efforts of this Search and Solve Team was that improvements in staff development would result in improved student learning.

5. Organization

Purpose: The focus of this committee was on the organizational structure of the school system. The work of the committee was divided into three major sub-committees identified as Task Group I, Task Group II, and Task Group III.

(1) Intra-school organization--Task Group I

Purpose: This committee was concerned with four basic issues.

A. Individualizing the school for the student, i.e., making the school more responsive to the needs of maturing students.

B. Organizing all schools with a concern for safety and control for both students and staff.

C. Developing more autonomy and authority at the individual school level.

D. Improving financial and professional recognition for teachers.

(2) Centralization-Decentralization--Task Group II

Purpose: This committee studied primarily the
decision-making processes of the school system, as they relate to the quality of education in Columbus. Task Group II focused on the objectives of decision-making which permit a higher and more uniform quality of education for all students in the Columbus School System coupled with greater citizen participation in educational decision-making.

(3) Inter-District Cooperation--Task Group III

Purpose: The focus of this committee was on determining ways in which inter-district cooperation could improve educational opportunities and school system effectiveness for citizens of metropolitan Columbus. Task Group III developed recommendations dealing with:

--cost savings
--increasing educational options
--special education
--curriculum developments
--an educational development center
--implementation and assessment

6. Urban Problems

Purpose: The work of this Search and Solve team was comprised of three sub-committee task force reports.
(1) The Quality Integration Education Task Force

Purpose: This task force perceived as its area of responsibility any subject which had a bearing on the quality of education as it is affected by the existence or non-existence of integration in the schools.

(2) The Human Relations Task Force

Purpose: This committee analyzed, evaluated, and recommended ideas pertaining to the prevention of racial conflict and the fostering of positive human relations.

(3) The Poverty and Learning Task Group

Purpose: This task group explored and identified the possible effects of lack of adequate income and material things such as food, clothing, medical care, and transportation upon students' learning achievements, abilities, and capabilities. General characteristics of poverty and its effects on learning were identified and categorized in the areas of (a) the student's perception of himself in the school learning environment, his perception of the school, its programs and staff and the staff's perception of him; (b) the lack of involvement and interaction between teachers, parents, students, and administrators and the resulting alienation and lack of understanding on the part of all involved; (c) the specific disabilities of the disadvantaged resulting from the above.
7. Communications

Purpose: The Communications Search and Solve Team concerned itself with all aspects of communication between the Columbus Public School System and the community, and within the school system itself. Members of the team were confronted with the task of identifying: (1) individuals and groups within the community and the school system who either needed or wanted to be in communication with each other; (2) the subjects or topics on which communication was to take place; and (3) the media of communication available to would-be communicators.

The entire report of the Search and Solve Teams was presented to the Board of Education in three massive volumes. Volume I contains the reports and recommendations of the Educational Program, Staff Development, and Organizational Search and Solve Teams. Volume II contains the reports and recommendations of the Urban Problems, Finance, Building, and Communications Search and Solve Teams. Volume III contains community response to Project UNITE: the summary of the community reply cards, the summary of the telephone calls, letters from citizens, and the questions telephoned by citizens to the chairmen on the television programs.
The reason for such lengthy reports is that each committee or sub-committee in Project UNITE handed in a report. The original intent was to have each Search and Solve Team chairman summarize the findings and recommendations of the committee for which he or she was responsible. That strategy, however, changed. Reasons for the change are reported in Chapter V.

The Participants

Participation in Project UNITE differed from almost every previous school study. The participants were both volunteer and paid professionals. The uniqueness of Project UNITE was that any individual in the metropolitan area of Columbus could participate in this study.

The scope of Project UNITE was broad enough to include the residents of any suburban area, and involvement was not limited to residents of the Columbus School District.

The school system set aside an entire suite of offices on the first floor of the administration building at 270 East State Street. Seven administrative cabinet level people were assigned as school coordinators for Project UNITE. The coordinators were assigned as resource people to assist their lay counterparts in Project UNITE. However, Project UNITE diagrams are devoid of placing these individuals in any position on an organizational chart. The following
represents the leadership roster for the Search and Solve Team chairmen and school coordinators in Project UNITE.

<table>
<thead>
<tr>
<th>Search and Solve Team</th>
<th>Chairman</th>
<th>School Coordinator</th>
</tr>
</thead>
<tbody>
<tr>
<td>Educational Programs</td>
<td>Napoleon Bell</td>
<td>L. W. Huber</td>
</tr>
<tr>
<td>Buildings</td>
<td>Frank Brockmeyer</td>
<td>Warren Beers</td>
</tr>
<tr>
<td>Finance</td>
<td>Jack Schenck</td>
<td>Francis Rudy</td>
</tr>
<tr>
<td>Staff Development</td>
<td>Bill Hitt</td>
<td>James Wade</td>
</tr>
<tr>
<td>Organization</td>
<td>Jake Davis</td>
<td>C. L. Dumaree</td>
</tr>
<tr>
<td>Urban Problems</td>
<td>Bill Mylett</td>
<td>Lucien Wright</td>
</tr>
<tr>
<td>Communications</td>
<td>Betty DuBoux</td>
<td>Joe Davis</td>
</tr>
</tbody>
</table>

The school board, through the superintendent's staff, made available all of the resources of the Columbus Public Schools so that the work of UNITE was not impeded but strongly supported by the school system.

Lay citizens were encouraged to participate in Project UNITE. With the exception of the heavy commitment of the school's human resources the remaining members of Search and Solve team committees were composed of "interested" lay citizens.

The lay leaders also were able to choose their own co-chairmen and various task force group leaders. As a result a larger percentage of "new" people volunteered their time and energy for this study.
The Media

It is important to understand the contributions of the media toward the goal of making UNITE a success. The local radio stations, newspapers, and television stations all carried public affairs messages urging citizen participation in Project UNITE.

It was through the cooperation of the media that the general Columbus community was able to understand that the school system was sincerely interested in their participation. During the months of January and February 1972, the major radio and television stations used commercial spots during evening prime time to advertise the telephone number for Project UNITE.

The newspapers placed UNITE ads requesting volunteers to work on any committee that was of interest to them. No other previous Columbus school effort had the cooperation of the media as did Project UNITE. The reasons for this phenomenal support was that enough members of the Columbus "power" structure had been involved in the aims and purposes of UNITE from its inception.

This heavy involvement on the part of the media was an early indicator to the superintendent that the intents of UNITE had been legitimately conveyed.

The Time Line

In one of the initial steering committee meetings an inquiry
regarding the proposed completion date for the study was questioned. The timeline was short. Figure 3 and the following outline provide a review of the Project UNITE time table.

<table>
<thead>
<tr>
<th>1972</th>
<th>Tasks</th>
</tr>
</thead>
<tbody>
<tr>
<td>February 2</td>
<td>Schedule presented to steering committee, discussed and revised.</td>
</tr>
<tr>
<td>February 7</td>
<td>Distribution of revised schedule and materials to Search and Solve team chairmen and sub-committee chairmen complete.</td>
</tr>
<tr>
<td>February 9</td>
<td>Start oral exchange of Search and Solve Team direction and possible recommendations at steering committee meetings.</td>
</tr>
<tr>
<td>March 8</td>
<td>Resolution of conflicts, gaps, overlaps within Search and Solve Team.</td>
</tr>
<tr>
<td>March 14</td>
<td>Search and Solve Team reports complete, turned into UNITE headquarters.</td>
</tr>
<tr>
<td>March 15, 16</td>
<td>Search and Solve team report critique for gaps, conflicts, overlaps.</td>
</tr>
<tr>
<td>March 17</td>
<td>Search and Solve Team Chairmen to resolve necessary revisions from gaps, conflicts, overlaps with subcommittee chairmen. Resolved copy to community coordinator.</td>
</tr>
<tr>
<td>March 21</td>
<td>Start copy to printer.</td>
</tr>
<tr>
<td>March 29</td>
<td>Start distribution of report.</td>
</tr>
<tr>
<td>March 30</td>
<td>Begin meetings at buildings, meeting with special groups, panels, etc.</td>
</tr>
<tr>
<td>April 15</td>
<td>Begin collecting feedback.</td>
</tr>
<tr>
<td>May 10</td>
<td>Report to steering committee on feedback.</td>
</tr>
</tbody>
</table>
Figure 3. Project UNITE—

Board Authorization

Planning

November December

Search and Solve Teams

December 7

EDUCATIONAL PROGRAM

Interim Report

Recycle

Refine

Refine

Report

Enrollment Projection

Space for Programs

Space for Enrollment

Locating Buildings

FINANCE

Initial Projections

Program Projections

STAFF

Maintenance Development

ORGANIZATION

Assumptions

URBAN PROBLEMS

COMMUNICATIONS-
COMMUNITY INVOLVEMENT
Figure 3. Project UNITE--Time Line

- Search and Solve Teams — Community Review
- January — February
- Recycle — Refine — Report
- March
- April
- May
- June
- November 1972

- Space for Programs — Locating Buildings
- Enrollment Projection — Initial Projections
- Space for Enrollment — Program Projections
- Maintenance Development
May 24  Finalize report to Board of Education

May 30  Report to Board of Education on revised recommendations and priorities by steering committee.

June 6  First Board of Education business meeting following receipt of project UNITE recommendations.

There was considerable debate that the time line for Project UNITE should be extended. The superintendent was firm in his position that the study should be intense and of short duration. He believed that if UNITE extended its time table there would be a danger that this effort would be open to charges of delay and misdirection.

Each Search and Solve Team chairman resolved in several Steering Committee meetings to follow the planned time schedule as closely as possible. It was for this reason that it was imperative that goals be set and direction established by all chairmen at each of their first committee meetings.

There was no set plan for each chairman to follow. Each had been provided with a format guide for writing his respective report. This guide was the only concrete piece of information the chairmen had. The remainder of the organizational strategy was left to their discretion.

**Financing**

Project UNITE was viewed by the Board of Education as a
citizens' volunteer project. As such, no public monies could be expended to support its activities. The financial plight of UNITE was never quite resolved to everyone's satisfaction but enough assistance was provided to pay for office space and to defray printing costs. Almost everyone connected with providing services to UNITE did so at minimum expense. Three foundations in Columbus donated the necessary funds to support the efforts of UNITE. They were Battelle Memorial Institute, The Borden Foundation, and The Columbus Foundation. Financial support from these three independent but prestigious groups, in part, reflected a community commitment for the overall concept of Project UNITE.

Other contributions were received from private donors, PTAs, and some businesses, but the important point was that great numbers of individuals believed they had a vested interest in this project. Project UNITE cost about thirteen thousand dollars.

The Recommendations

In April, the citizens of Columbus had their first opportunity to see the results of Project UNITE. A report to citizens was issued in the form of a hand delivered tabloid. Inside were 746 recommendations along with a community report card. The reaction to
the recommendations was one of confusion and mis-understand-ing.\footnote{9} The Steering Committee decided that every recommendation should be included in the report. The members believed that to exclude any recommendation would invite such charges as racism and any allegations that detracted from the efforts that were represented by Project UNITE would only re-open old issues.

According to one board member the Committee, in effect, provided such a massive amount of information at one time that it was difficult to read through the report and understand the full impact of Project UNITE.

The important point was that the work of the committee had proceeded nearly on schedule and all of the citizens of Columbus could now examine the results of that effort. The public, through an announcement in the tabloid, was invited to attend a series of city-wide meetings and express their opinions regarding the work of UNITE.

The Columbus citizens had a variety of ways of responding to the Project UNITE report: community reply cards, telephone

\footnote{9}{This information was conveyed to the researcher by several Search and Solve Team chairmen and from some respondents who returned the lay leadership questionnaire.}
calls, letters, and television "phone-in" shows. The statistics of respondents in each category are as follows:

604 community reply cards were received in the Project UNITE office by May 19.

26 telephone calls were received at Project UNITE headquarters.

734 citizens attended the community forums.

16 letters were mailed to Project UNITE headquarters.

26 telephone callers participated in the WBNS-TV "phone-in" show.

Over 200,000 Project UNITE reports were hand delivered.

The superintendent and his staff recognized that the format for UNITE did not adequately communicate the work of the Search and Solve Teams. He publicly indicated that each recommendation from Project UNITE would be evaluated on its own merits and every citizen of Columbus would be informed as to the status of each recommendation.

In January 1973, the Superintendent issues a Project UNITE Implementation Report in which he wrote:

In summary, this report indicates that 309 Project UNITE recommendations have been accepted and 70 rejected, while decisions on 247 are still pending.

... Each of the recommendations has been reviewed by the school administration many times since May 30, 1972. And all of them were reviewed by the Superintendent's Cabinet once again within the
past four weeks as this implementation report was put into final form. Board members continue to consider the recommendations as various matters come to the Board for action.

... You probably read or heard that the total number was 746. That is a correct number according to one method of counting. In this implementation report, we are reporting on all of the tabloid newspaper that was distributed throughout the city last April. The total is 626.  

At present the superintendent and the Board of Education are in the process of fulfilling their commitments to the citizens of Columbus by utilizing the recommendations of Project UNITE. Unlike so many other studies this one has not been allowed to gather "dust" in that superintendent's staff is preparing a progress report as to the status of the recommendation for public distribution (See Appendix D).

The Board of Education

The Columbus Board of Education occupies a unique position in an age when most urban schools find their governance structure in disarray. The Board is comprised of three black and four white members. It is relatively free of local city politics but does find itself, on occasion, the victim of pressure from interest groups. The superintendent has maintained a comfortable working relationship

10John Ellis, Project UNITE Implementation Report (Columbus, Ohio: Columbus Board of Education, 1973), p. i.
with the Board which has enabled the Columbus Public School System
to continue to improve curricular offerings as well as physical
facilities.

This board has continued to rely on the recommendations of
Project UNITE. In all phases of school planning it expects the
superintendent to use the Project UNITE recommendations for guide-
lines proposing additional programs or policy changes.

Almost all of the four members from the November 1971
board participated with a Search and Solve Team. Individual members
of this group consulted almost daily with the Superintendent requesting
specific information or challenging some of the directions various
committees were taking. Will Hellerman was informed of these
questions and served as a liaison between the board and superinten-
dent. It is clear from board of education minutes and public state-
ments made by individual board members that they are completely in
agreement with the mission of Project UNITE. Decisions still await
this board with respect to implementing some of the most contro-
versial or expensive recommendations. The true measure of this
board's commitment to UNITE will be in the disposition of those
recommendations classified as "pending."

Summary

The record of Project UNITE speaks for itself. On too many occasions citizens have been promised the opportunity to participate in shaping the policies and decisions of the institutions that they either support through tax dollars or through hours of volunteer work.

The Columbus Public School System offered an avenue for participation and scores of lay citizens responded. What emerged on the part of the public was a sense of purpose, a belief in freedom of expression, and a recognition that the school system was composed of names with faces. The school system, in turn, found that citizens if given the opportunity would give freely of themselves in attempting to establish a communications link with the schools.

Project UNITE stands as one example of constructive lay citizen participation in the affairs of an urban school system.

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11 Responses from the lay leadership questionnaires indicated that this was the general attitude of the participants.
CHAPTER V

APPLICATION OF THE SCHNEIER MODEL
TO THE EDUCATIONAL ARENA

The purpose of this chapter is to report responses from interviewees utilizing the Schneier model. The information gained from the data form the basis for developing guidelines for lay involvement in public schools. Project UNITE, a community based study of the Columbus, Ohio Public Schools, was used to test the applicability of the model. Project UNITE was a unique school study in that it was under the direction of lay leadership and required scores of lay participants.

The interpretation of the data is based on the following:
1) application of Edward V. Schneier's policy-making model to the educational arena; 2) analyzing the responses of the superintendent, community coordinator, and president of the Columbus Board of Education within the context of the Schneier's model; 3) analyzing the responses of the seven Search and Solve Team chairmen based on
Schneier's model; 4) analyzing the responses to questions posed in Chapter II; and 5) analyzing the responses of lay participants in Project UNITE.

Lay citizens are often involved in public school committee or project work because they have exhibited leadership traits in either their chosen vocation or through their participation in volunteer associations. In a few instances people are "co-opted" into public school involvement as a result of viewpoints that they openly express.

The questions asked of the Search and Solve Team chairmen, community coordinator, superintendent and board of education president were framed within the context of Schneier's policy-making model.

The Model

In order to understand the application of Schneier's model to Project UNITE, it is necessary to review the six stages of the model in its policy making context. The model consists of 1) formulation—the point at which someone, somewhere, calls attention to the existence of a problem or articulates a need in public terms; 2) articulation by various methods and strategies, these issues are presented in the public arena; 3) mobilization, tactics and strategies of securing allies and neutralizing opponents are developed; 4) codification is the stage in which bargains are made, arguments are evaluated and decisions are reached; 5) application is the manner in which public
decisions are applied to particular policy problems; and finally,
6) **redefinition** is the process of adjusting policies to changing times and conditions.

The model's applicability to an educational setting will be amplified in detail later in this chapter. The researcher did find it possible to apply all six stages to Project UNITE. In each personal interview the respondent re-enforced the researcher's hypothesis that the model had legitimation in this study.

**Three Interviews**

This section will report the results of the interviews with the superintendent of schools, the community coordinator, and the president of the board of education. The interview schedule followed the six stages of Schneier's model (See Appendix). Questions under these major headings were directed at amplifying the model's use in an educational setting.

**Formulation**

Question one--Who originated the idea for Project UNITE?

The superintendent responded by first indicating some of the events that precipitated the idea. For example, he mentioned that in

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1 This section will report both composite as well as individual responses to the questions used during the interviews.
coming to the city it was obvious that the board of education and the general community had "great expectations" for the new superintendent.

The superintendent believed that his first job was to listen to each segment in the community and then determine the best course of action. After two months of consulting and listening it was determined that a plan of action was needed that would allow as many citizens as possible to become involved in a study of the school system. It was implied that this in effect was the genesis of UNITE. It is this researcher's understanding that some initial planning for a broadly based community involvement program had been discussed in cabinet meetings under the former superintendent.

The formulation of UNITE actually was the result of several factors: 1) the superintendent's desire to convey to the school system and the community that a new man was on the job and that he was serious about bringing change to the Columbus Public Schools; 2) some key central office administrators had decided on a strategy for community involvement; and 3) the public's demand for a part in the decision-making process. During the months of September, October, and November, 1971 the administrative cabinet began to assist directly in the formulation of Project UNITE.

Project UNITE was finalized on a retreat in late November, 1971 which involved the members of the administrative cabinet. It
was agreed by those present that in order to capture the public's interest a "novel approach" or "catch-phrase" would have to be developed . . . Project UNITE became the rally phrase.

Mr. Hellerman indicated that he was first aware of Project UNITE through media releases in early December. He confessed that he had not paid particular attention to the fine details of UNITE and consequently was more or less an interested citizen in the proposal. His first indication of his involvement was when he was asked to come to his company president's office where he was informed that Dr. Ellis was interested in his services in a leadership capacity with Project UNITE. He was asked to call Dr. Ellis and that in effect was his initial contact with the study.

Moyer responded by saying that Ellis had mentioned that he was at work on a plan that could involve a number of community people in a project that would solicit ideas for suggestions on ways to strengthen the operation of the Columbus schools. Moyer indicated to the researcher that his initial reaction to the idea was positive.

Moyer mentioned that his first explanation of Project UNITE came during an executive session of the Board of Education with the superintendent in late November. The researcher was informed that the superintendent explained the goals and purposes of UNITE in detail. After hearing the explanation, board members asked a number of questions regarding the study. Moyer inferred that the
Board was impressed with Ellis' preparation and explanations. At the conclusion of the meeting, according to Moyer, the board was generally in favor of project UNITE.

Question two--How did you select the community coordinator and what was his role?

The superintendent stated that Will Hellerman was his only choice for community coordinator. He reported that Hellerman had been highly recommended by the President of the Chamber of Commerce and several other downtown businessmen. Ellis informed the researcher that Hellerman had a successful history of volunteer work and had been employed in the downtown area of the city for over twenty years. The superintendent was advised that Hellerman would be able to accomplish almost any given task assigned him. The superintendent indicated that he did not initially contact Will Hellerman but corresponded by letter and telephone with the president of Nationwide Insurance. The president of Nationwide then explained the nature of Ellis' request to Hellerman and asked him to contact the superintendent.

With regard to the selection of the Search and Solve Team chairmen, the superintendent implied that he was instrumental in contacting various nominees for these leadership positions. He did not, however, provide the only input into the selections. He was
aided by Hellerman, leaders in the business community, a school board member, and as well as other influential citizens. According to Ellis, the final choices for Search and Solve Team leaders were not all first choices.

Ellis elaborated by indicating that some of these individuals had participated in previous studies and later were disenchanted when they perceived that their efforts did not result in any noticeable changes in the operation of the school system. Ellis mentioned that several other individuals explained they were overcommitted and could not participate.

Ellis did mention that the final selection of Search and Solve Team chairmen "represented a balanced group." He was interested in minority group representation, people with divergent viewpoints and a group that was representative of the Columbus community. The final selection of several chairmen was made by the management of the companies that provided lay leaders.

In the interview with Will Hellerman, question two was rephrased as follows: What was your personal reaction at being asked to participate in Project UNITE?

Hellerman indicated that at the time the request was made he was in the middle of an important job assignment. His immediate reaction was one of concern because he felt that he knew very little about the operation of the school system. He did believe, however,
that before he made any decision regarding the request that he needed to discuss it with the superintendent.

Question three--How was the organizational pattern for Project UNITE developed?

The three respondents indicated that the entire organizational chart was drafted in late November. It was agreed that lay leaders would occupy main positions. The researcher was informed that the basic organization chart was not encumbered by layers of personnel; rather the lay leaders became the focal point in the organization and school administrative personnel were viewed as supportive links.

The respondents also indicated that in their opinion the "black community had been turned-off," and UNITE was perceived as a way to stimulate and re-kindled the interest of this group in the school system. Each interviewee indicated that the credibility gap between the community and the school was such that few if any had much confidence in the system.

Question four--Was the 1968 Ohio State Advisory Commission study used as a point of reference for Project UNITE?

The response was the 1968 study had been useful in providing some information relative to the need for more effort on the part of the school system by providing equality of education for all segments of the community. It was pointed out to the researcher that the Columbus system in 1968 was in need of some data regarding
community perceptions of the school system and that the people involved in the study provided that information. The respondents also mentioned that they were not directly involved with the implementing of the results of the study. Their personal viewpoint was that the study provided some essential background information for the Search and Solve Team chairmen in Project UNITE.

Articulation

Question one--What methods and which media were used to articulate Project UNITE to the general public?

The response was that UNITE enjoyed unparalleled media coverage. The Columbus Citizen Journal faithfully supported and wholeheartedly endorsed Project UNITE. The Columbus Dispatch featured an editorial in support of UNITE and according to the respondents, endorsement on behalf of the school was important in that the Dispatch seldom wrote editorials supporting a particular school effort. It was also pointed out that the Dispatch, however, did not publish numerous stories regarding the progress of Project UNITE. Continued efforts were made to enlist the Dispatch's assistance but with few results.

The researcher was also informed that WBNS-TV provided prime time coverage for members of Search and Solve Teams to participate in "phone-in" information programs. WBNS-TV as well
as the two others in town also flashed the telephone number of UNITE headquarters and spot announced appeals for volunteers for Project UNITE as a community service. Radio coverage was just as complete and the respondents indicated that Project UNITE was probably one of the most publicized and endorsed school studies in the nation.

Question two--What was the nature of the articulations among the Project UNITE Search and Solve Team chairmen as to the progress of each?

The respondents indicated the seven Search and Solve Team chairmen met once each week and it was at this time that critical or controversial issues were handled. They indicated that little time was provided during each of these sessions for an informal exchange among the participants. Two of the respondents indicated that it was in one of these sessions that the question of final draft and authorship became a matter of debate.

It was reported that the meetings were generally held on Wednesday evenings and progress reports and other pertinent information relevant to the Project UNITE was shared at these sessions. One respondent stated that each lay participant in the room could see his own growth taking place both in knowledge about the school system and more importantly the way in which each individual was able to interact with the other. One respondent also
stressed that one of the main functions of these sessions was to keep people working together and at the same time meet the Project UNITE deadlines.

Question three--What procedures were used to help keep the Board of Education informed throughout the study?

The responses to this question indicated that several procedures were followed: 1) the Board received weekly written progress reports regarding the status of committee work in Project UNITE; 2) the superintendent and the community coordinator communicated regularly with members of the Board in answering specific questions regarding the study and informing board members of "new" developments regarding the study and 3) members of the Board participated on Search and Solve Team committees.

It was the general consensus of the respondents that the members of the Board were kept well informed of the progress of Project UNITE. All of the respondents agreed that the Board was most supportive of Project UNITE.

Question four--What feelings were articulated by the board of education regarding Project UNITE?

It was revealed that there were mixed reactions on the part of members of the Board of Education. The researcher was informed that there was a faction of the board that was very concerned about equal representation on all committees by minority groups. It was
reported to the researcher that other board members stated that in their opinions the scope of Project UNITE was too broad, and then there was a belief that some elements of UNITE were too liberal.

All of the respondents stressed that members of the board were never in disagreement regarding the ultimate objectives of UNITE but that as a group of policy makers many of their critical questions were useful in clarifying personal positions.

Mobilization

Question one--What method was used to stimulate citizen participation in Project UNITE?

It was agreed by the respondents that the key to the success of Project UNITE was the way in which committee members were chosen. It was explained to the researcher that committee assignments were open to every citizen in the greater Columbus area. The only individuals who were invited to join UNITE were generally co-chairmen or sub-committee chairmen. All of the respondents indicated it was extremely important for the media to endorse Project UNITE because it was through this avenue that the appeals for lay participation were made. In addition to the media, leaflets were hand-delivered to most of the homes in Columbus soliciting volunteer help.
In effect, the intended scope of Project UNITE was to involve as many lay citizens as possible. One respondent indicated that over two thousand people participated in UNITE.

According to two of the respondents the original intent of UNITE was to give parents an opportunity to express what kind of education they believed was best for their child, however, the original concept mushroomed into a comprehensive analysis of the system. The respondents also indicated that lay participation was crucial to the entire success of Project UNITE. One elaborated by saying that lay people finally had an opportunity to closely scrutinize the entire school system's structure through Project UNITE.

Question two--What was your reaction to the number of participants who worked in Project UNITE?

Two of the respondents indicated that over two thousand people from all walks of life participated in the study. One respondent indicated that in terms of the total population of Columbus that, perhaps, did not seem like a lot of people. He went on to say, however, that of those people who participated, the "pay-off" for the school system was tremendous. He concluded by indicating that his interest was having people involved who wanted to contribute some time in order to make Columbus schools better.
Question three--There appeared to be a lot of teachers and other school personnel working on UNITE committees. Did you feel there was an overbalance of school personnel?

Two of the three interviewed were asked to respond to this question. They indicated that a number of the school people that participated were those that had two roles: 1) as employee and 2) as parent. The respondents believed that it was a plus to have school personnel involved in that they readily understood the "inner workings" of the school system.

The interviewees emphasized that a considerable number of lay people participated and therefore a good representative sample of the community was involved in the process.

Question four--Was the black community involved?

All responded by stating yes. They mentioned that Napoleon Bell was one of the ablest black leaders in the community and that his participation as a Search and Solve Team chairman provided a perspective that dealt directly with the problems of blacks in the Columbus School System. One respondent also mentioned that the Quality in Education Task Force was responsible for some of the most heated and controversial sessions but at the same time provided an open forum for blacks as well as any other minority group. The respondent also indicated that he believed that Project UNITE was sensitive to the needs and desires of the black community.
Question five--In the community forums, how much and what kinds of citizen participation did you witness?

It was indicated to the researcher that the purpose of the community forums was to solicit citizen information regarding the recommendations made by the Project UNITE Search and Solve Teams.

The respondents indicated that they were asked questions as:
How much does Project UNITE cost? Why doesn't the school administration run the school system in a business like manner as does a large corporation? Where is everyone tonight? Attendance is very poor, why? or Why so many non-residents on Project UNITE? One respondent indicated that generally the motives of those who attended these meetings were sincere and represented interested lay citizens of the community.

Two respondents mentioned that there were several groups, however, that traveled from meeting to meeting and attempted to ask questions which seemed to be posed by representatives of interest groups. These individuals were viewed by the lay and professional leadership elements as being generally not sensitive to the broad goals of UNITE and acted as if they were attempting to embarrass the representatives of the school system who served on the panels. The researcher believes that these individuals perceived this method as a way of being heard by the leadership element of the community.
These types of confrontations only re-enforced the respondents' beliefs that the schism between some segments of the community and the school was wider than they had believed. One respondent stressed that over seven hundred people attended various community forums to inquire about the recommendations. It was also reported that attendance varied, and that meetings were held in every section of the city.

Codification

Question one--How were Search and Solve Team reports organized for presentation to the Board of Education?

It was indicated that the reports compiled by each Search and Solve Team were submitted to the Board in the same form as received in the Project UNITE office. There was no editing. The various reports were re-typed for uniformity and then presented to each board member.

The Board proceeded to review recommendations that did not cost vast amounts of money or those that were in part on-going school programs and these were implemented first. Board members were assisted by members of the superintendent's staff in determining the criteria for implementation.

Question two--How did the Board identify the recommendations to implement first?
The respondents indicated that very practical consideration was used and that was cost. They indicated that the members of the Board received the 746 recommendations in two forms. The first was in the Report to the People tabloid and the second was the presentation of the entire set of committee reports in two large volumes. The Board also received a third volume containing citizen questions from the "report card," community forums, telephone calls, letters, and the television "phone-in." One respondent continued by indicating that it would have been unrealistic for the Board to respond to the reports in Project UNITE without having sufficient time to analyze all of the data. Members of the Board felt, however, that if true credibility was to be maintained that they had to begin implementing recommendations as quickly as possible.

The board was able during the latter months of 1972 to approve about thirty of seventy recommendations from Project UNITE and it was pointed out that the superintendent's staff was currently bringing the board up-to-date as to the status of the existing recommendations.

Question three--Were any priorities developed in implementing some of the recommendations over others?

Two respondents indicated that there was great pressure to rank these in order but their arguments were that members of the Board of Education should receive the recommendations exactly as they had been prepared by each Search and Solve Team. These
respondents pointed out that members of the board of education were responsible for reading through the reports. One stressed that priorities ranking was not the responsibility of the Search and Solve Teams and any attempt at that would have destroyed credibility. He continued by stating many people had invested numerous hours in committee work and that it was his belief that all recommendations were entitled to be viewed by the board of education.

Question four--What method, if any, would you recommend as a better way of effectively organizing data in the codification process?

The respondents indicated that they would organize the "report to the people" differently. It was explained that many of the community report cards that were returned indicated that the 746 recommendations were "just too overwhelming to comprehend." The respondents continued by pointing out that under the given circumstances of UNITE, the recommendations were sent out in the easiest and most expeditious form. He definitely said that is the one area that would need careful thought so that whatever was used the public would readily understand what the study was all about.

Application

Question one--Do you believe most of the recommendations would be approved?
Ellis responded by saying that he believed most of the recommendations would be approved. He qualified his response by stating that a number of the recommendations were similar and would most likely be consolidated. Ellis also indicated that personnel within the school system would have the responsibility to closely monitor the status of the recommendations. (See Appendix E.)

Moyer explained that in a number such as 746 recommendations there are areas of obvious overlap. He indicated that a very high percentage of the recommendations would be approved after they had been carefully reviewed.

Hellerman indicated that it would be difficult to attempt to implement 746 recommendations because of cost factors and duplication of recommendations. He elaborated by mentioning that each recommendation would have to be placed in the perspective of "what are the basic needs of the school system."

Question two--In your judgment, what would be a reasonable time for the board to approve these recommendations?

The respondents indicated that before the question could be answered another factor needed to be considered. They informed the researcher that there was a flurry of activity regarding the recommendations of UNITE in July and August but then the board had to shift its attention to placing a bond issue on the ballot for the November election. One respondent mentioned that accusations were
made that UNITE was just a means of passing the bond issue. Each respondent indicated that was not the purpose of UNITE. They agreed that the spin-off from UNITE was helpful but at the same time they believed the school system was opened to close scrutiny by the public. The respondents indicated that the passage of the bond issue only reflected that greater numbers of citizens believed that the needs of the school system were real and in large measure it reflected belief that citizens once again through the school to be a credible institution.

They also mentioned the recommendations from UNITE were presently being reviewed and that an updated report would be issued to the citizens of Columbus regarding the current status of every recommendation. (See Appendix E.)

Redefinition

Question one--How do you feel the experience you had as superintendent in Project UNITE?

Ellis responded by stating that he was impressed with the total involvement of the community. He also indicated that it was his belief that a significant number of people now believed that the school system was making a sincere effort to be responsive to the community's needs.

When asked how he felt as a member of the board of education concerning his experience in Project UNITE, Moyer stated,
"Very positive. It was an opportunity to participate and work with large segments of the community." He went on to say that John Ellis and Will Hellerman did an outstanding job of coordinating and keeping Project UNITE on schedule.

When asked the same question, Hellerman, the community coordinator, indicated that he would insist that the lay people run the total study. Upon closer questioning Hellerman explained that there were times when it was unclear as to which individual had the final responsibility for decision-making.

Question two--If you had Project UNITE to do over again, would you do anything differently?

The superintendent replied that he thought for the most part the entire project was handled to his satisfaction. The researcher also asked if the superintendent would extend the time line. He responded by saying, "A study of this nature can perhaps take more time but essentially we had a task to complete and the time line that we used proved to be sufficient." Ellis went on to elaborate that everyone involved in UNITE worked hard and the short time probably produced as many thoughtful recommendations as any long range study. The researcher believes that any set of guidelines must include a statement that a definite time line and planning calendar must be established if the study is to be successful.
Moyer indicated that the recommendations would not be published in the same manner. He stated that many people became confused and found it "difficult to interpret the work of the various Search and Solve Teams." He said he did not fault the organizational structure of the effort that went into the work of Project UNITE.

Hellerman indicated that he would attempt to have more influence and give directions as community coordinator to the lay leaders. He mentioned that ground rules would have to be made at the outset. It was his belief that each Search and Solve Team would have to come up with ten to twenty-five or some such list of specific recommendations. Hellerman felt that the Search and Solve Teams would have to do the work and submit only those recommendations that were, in the judgment of their committee, the top ten priority recommendations. Hellerman continued by emphasizing that these changes have resolved many problems such as the printing and reporting the recommendations to the public.

Question three--Do you believe the recommendations of Project UNITE are flexible enough to be adapted to changing times?

All responded by indicating that the Search and Solve Team chairmen were instructed to prepare recommendations for implementation over a five year period. It is their belief that many of the recommendations would have an important impact on the Columbus Schools of the 1980s.
Interviews: Seven Search and Solve Team Chairmen

Formulation

Question one--Who originally contacted you and invited you to participate as a Search and Solve Team chairman?

Napoleon Bell, Chairman, Education Programs--"I was contacted by John Ellis and a member of his staff to serve on his team. I also received a call from Will Hellerman, the community coordinator. These three individuals all contacted me at about the same time."

Frank Brockmeyer, Chairman, Buildings Committee--"My first contact was an exploratory contact from Will Hellerman who ended up as community coordinator for Project UNITE. How I actually found out that I was on the committee was on my way to Cincinnati and hearing it on the radio. There had been no conversation between Ellis and myself and then it came about as an announcement by Ellis that I was on the committee and was Chairman of the Buildings Search and Solve Team. I did indicate to Hellerman that I was interested in participating but first I wanted to check with other labor leaders. Before I completed my check it was announced that I was part of UNITE. It was just fortunate that I was given the okay to participate so that everything worked out."

2This section will report both composite as well as individual responses to the questions used during the interviews.
Jake Davis, Chairman, Organization--"I was contacted by several close friends and asked to participate as a chairman of the Organization Search and Solve Team."

Betty Duboux, Chairwoman, Communications--"Dr. Ellis is the one who really asked me, as I recall. Dr. Ellis asked me if I would chair the Communications Committee and I said, yes."

Bill Hitt, Chairman, Staff Development--"Joe Duncan who is a member of the Battelle staff in the corporate office and works on urban affairs. Apparently Joe was involved in the basic planning. He came to my office and asked me."

Bill Mylett, Chairman, Urban Problems--"I got the job in a roundabout way. My boss at the time was John O'Neill, the general manager of the Works, and he was originally selected as the chairman of the Search and Solve Team. I don't know who contacted him but I think it was John Ellis directly. O'Neill had some idea he was leaving the Works so he asked me if I would be his assistant in the Project right at the outset. After Project UNITE was two or three weeks old he did get transferred and I got the job."

Jack Schenck, Chairman, Finance--"I think it was Will Hellerman and it was through my business in that Ellis talked to my management to see if there was someone who would be in a position to do this."
Question two--Were you permitted to have input into the formulation of Project UNITE?

There were differences of opinion among the Search and Solve Team Chairmen on this question. Several indicated that they believed they had numerous occasions to develop and participate in the formulation of Project UNITE.

The other response was that "it had been pretty well set up and we walked into an existing organizational structure. The respondents who stated this position were unanimous in their belief that the established format was the only feasible way in which UNITE could "et off the ground."

Question three--What was your personal reaction at being asked to participate in UNITE?

Napoleon Bell--"I considered it an honor. I did have, however, mixed emotions in that I am involved in a number of other things. I wondered if I could have enough time to devote to the effort, but after analyzing the situation I could see that I would be able to actively participate."

Frank Brockmeyer--"I felt a strong responsibility to support Ellis inasmuch as he was saying here's the way to do it, I want to go and here's where I want to go; at this point I wanted to go with him."

Jake Davis--"I was pleased and I was aware that this was considered a significant activity by the new superintendent who had
been given a lot of favorable publicity. I also felt that those who had
nominated me had placed a lot of confidence in me and so I wanted to
make sure I did the best possible job."

Betty DuBoux--"I suppose like most other things, I've been a
volunteer all my life, I guess sometimes you think it's one more
thing. It was a new approach, it involved different people from what
I had probably been accustomed to and it seemed to be an all-inclusive
assignment which I felt was good."

Bill Hitt--"Mixed feelings, I knew it would be very demanding
but that it was a very important project and I felt it was the logical
way for Columbus Public Schools to go. So I wanted to do it and yet
I was apprehensive because I knew it was going to take time and as it
turned out it took twice as much time as I thought it would once I got
into it."

Bill Mylett--"Well, I have always been interested in the
schools and worked on the bond issue the year before and the opera-t-
ing levy. I had a chance to know many people downtown and enjoyed
working with them and I felt that UNITE was a worthwhile thing to
do."

Jack Schneck--"The biggest reaction was one of wariness of
not really knowing what was going to be done. But a good explanation
was given for the objectives of the program and community participa-
tion. As I heard it I found it to be somewhat exciting."
Question three--What orientation, if any, concerning Columbus City Schools were you given by the Columbus Board of Education that would have assisted you in understanding the need for Project UNITE?

The general consensus was that there was no formal orientation session given regarding the Columbus schools. All Search and Solve Team chairmen did indicate that at their first steering committee meeting John Ellis explained the purpose of Project UNITE and introduced them to the resource staff that would be assisting them. They did not, however, receive any background briefing as to the current status of the school system.

The researcher believes that as a guideline that it would be appropriate to plan a comprehensive orientation session or sessions for the participants so that the goals, purposes and anticipated outcomes of the study could be fully explained.

Question four--What organization pattern did you develop in creating the work of your committee for which you were responsible?

Napoleon Bell--"I sat down with my committee co-chairman and we decided that we wanted a good cross-section of people to serve as committee chairmen. We were able to come up with ten chairmen and ten co-chairmen and we asked people with divergent viewpoints to serve on our steering committee within our task forces.

We were able to determine our sub-committee needs from an analysis that the staff people at the central administration had
provided. The organization of my committee was to divide the work into subcommittees and then through regularly scheduled meetings keep informed as to the progress of each. I held several committee-of-the-whole meetings at which time we reported our current progress."

Frank Brockmeyer--"Instead of trying to break down into any subcommittee, the first meeting I had was just a freewheeling session. It seemed to me that too many viewpoints had to be expressed on the part of the architect, teacher, student, or parent that I could see no way to break the committee down. The only way it seemed to me that we could come to any conclusion was to let the exchanges go on and keep the committee together. I did ask for a tour of the schools and for a co-chairman."

Jake Davis--"I felt the task of my committee could best be accomplished through three subcommittees. With the help of the staff people I was able to identify three guys who really carried the work of the organization committee. I felt we needed to look at centralization versus decentralization, inter-district cooperation--what does that offer and intraschool problems. These areas of concern came to me as a result of very extensive and intensive conversations with people on Ellis' staff."
Betty Duboux--"I used the nineteen Columbus P.T.A. districts and the personnel there as neighborhood groups and I also met weekly in another session with thirty-five or forty individuals."

Bill Hitt--"I did not divide my committee into subcommittees. My committee met on ten successive Saturdays and it was here that we sub-divided in smaller discussion groups. I used a planning strategy model which made the work of the committee flow more smoothly.

Bill Mylett--"The urban problems Search and Solve Team was divided into three areas: Poverty and Learning, Human Relations, and Quality Integrated Education. I attempted to have a balance on the committees so that both positive and negative comments could be presented."

Jack Schneck--"I had complete leeway in developing the organizational structure for this. They gave some sample questions to each Search and Solve Team chairman as to what they would like to have answered. There was no regimentation as to how we conducted the project. I had co-chairmen for each of the areas of my committee."

Question six--What information and resources could the board of education or the central administration have provided you that would have prepared you to serve as a Search and Solve Team leader?

The general consensus of the seven chairmen was that "John Ellis and his staff did a good job in providing information and
resources." In some instances the chairmen believed they had been inundated with information. They expressed that the central office staff people were extremely responsive and sensitive to their needs.

Question seven--Can you think of anything else in organizing your committee that would have made the formulation stage more effective?

Most of the chairmen stated that the information they were given was sufficient in organizing the work of their committee. There was one exception in that the chairmen stated there could have been more involvement in the formulation stage by using high school students and parents.

The researcher believes that as a possible guideline, lay leaders be provided with a planning model that would assist the leader in developing a strategy for decision-making.

Question eight--Was the 1968 Ohio State Advisory Commission Study mentioned as a point of reference for Project UNITE?

There were mixed reactions to this question. Two chairmen commented that the report was available but they did not use it at all. One responded that as chairman the report was read but it appeared to be unorganized and the report did not set forth any concrete recommendations. Three chairmen indicated that the report was helpful to them or their subcommittee chairmen. One
stated outright that the study was resented and the board's reaction in 1968 was appropriate.

Question nine--What were the goals and objectives for your committee and how did you put them into effect?

Napoleon Bell--"The overall goal as I understood it from Dr. Ellis and Will Hellerman was that we should provide means of discussion for professionals in the field of education, lay people, parents, and students to voice their concern about various problems as they saw them within the school system. They were there to digest this information and formulate some type of report that would hopefully contain specific recommendations that would solve specific problems."

Frank Brockmeyer--"We were to involve some specialist to do that. I asked for an actuary on the committee to help with birth projections for a ten year period. It seemed to me if we were to do the job of projecting for the immediate future we also had to look down the road."

Jake Davis--It was stated that his efforts were aimed at examining the process of decision-making in the Columbus School System. He wanted to know how much autonomy was granted each local school in decision-making in relationship to the central administration. Davis also attempted to find out what benefits or problems arise from inter-district cooperation.
Betty DuBoux--"We tried to uncover the problems by the participants and tried to get them into an organization that would suggest some answers."

Bill Hitt--"We had a broad process model for educational planning and it consisted of nine major steps so we took one step per week and at the end we had our objectives. What we came up with was consistent with the format given to us by Will Hellerman."

Bill Mylett--"There was a list of questions asked in each of the subgroups that worked on urban problems. We were basically concerned with attempting to resolve questions centered around quality education. We really tried to come up with realistic recommendations that would assist in resolving the integration question for the Columbus Public Schools."

Jack Schenck--"The goals and objectives were basically to understand what we have now; to determine where we're going and how we can get better, and, finally, to look at innovation."

Articulation

Question one--What methods and which media were used to articulate Project UNITE to the general public?

Most of the chairmen agreed that the newspaper, radio, television, and the open forums all contributed to informing residents of the greater Columbus area about Project UNITE. One chairman
took exception and stated that "it always seemed to me that an effort of such importance as it was supposed to be was generally overlooked by the press, the radio, and television as well. For a community the size of Columbus not to be able to generate a good deal of interest and enthusiasm about a project like this was surprising to me. I would have thought more interest would have been generated."

Question two--How did you articulate Project UNITE to your committee?

There were basically two types of communication strategies used. The Search and Solve Teams that were composed of many members held several "mass" meetings for the purpose of presenting status reports on each others' progress. The second method was used by chairmen of Search and Solve Teams that were much smaller. These chairmen found that they had almost daily contact with their subcommittee chairmen and this made it possible for the communication structure to be clear and any shifts in direction were easily made.

Question three--How did you articulate the feedback of your committee members to the community coordinator?

Intra-committee feedback generally occurred at the weekly meetings attended by all Search and Solve Team chairmen, the community coordinator, and members of the superintendent's staff. The general feeling was that these sessions provided each committee
chairman with some time to discuss particular problems, and these sessions allowed everyone to know what the various Search and Solve Teams were doing.

One chairman, however, stated that too much time was concerned with administrative information. This particular chairman believed that too much time was spent with projections and other "administrivia" and not enough time was allowed for chairmen to exchange perceptions with each other.

One Project UNITE office provided each Search and Solve Team chairman with the members of the superintendent's cabinet to assist them in their work. The researcher believes this to be a viable guideline for access to pertinent information.

Question four--How did you articulate the work of your committee with new members that joined at different times?

Most agreed that it was difficult to bring "newcomers" up to date. Several chairmen kept minutes of each meeting and circulated copies at the meeting, which they believed was helpful to people who joined after the initial session. Another chairman waited until the conclusion of each session and then brought those people attending up to date.

Question five--Is there anything that would have assisted you in making the articulation phase more effective in communicating Project UNITE to the public?
The Search and Solve Team chairmen mentioned that there was a lot of information available. The superintendent's staff did, in their estimation, an excellent job of informing the public about Project UNITE.

One chairman stated that there was too much information in quantity and not enough in quality. That chairman went on to say that the format for reporting probably caused more confusion as to the results of UNITE. He mentioned that the central administration provided ample information regarding the organizational structure of the school system, reports by previous commissions and committees, in addition to position papers on numerous subjects. Most of this information was randomly put together with little selectivity.

Mobilization

Question one--How did you stimulate citizens in the work of your committee?

It was not necessary to stimulate citizens once Project UNITE was announced. Everyone agreed that many individuals have a lot of interest in the schools and therefore people responded to the Board of Education's request for help.

Question two--How did you select members for your committee?
The chairmen were unanimous in stating that they did not select members for their committees. The Board of Education issued invitations for members to join the committee of their choice through the newspaper, radio, television, and hand delivered leaflets.

Question three--How much and what kinds of community participation did you witness on your planned visits around the city?

Each Search and Solve Team chairman attended a minimum of four community forums. They all agreed that attendance varied and that there were certain groups that traveled from meeting to meeting and attempted to be antagonistic to some of the chairmen.

Several chairmen stated that their "traveling groups" tried to push the issue that some chairmen did not live in the city or that if they did, their children did not attend the public schools. Numerous questions were also raised as to whether this report would be disseminated.

All of the chairmen stated that many of the questions asked by citizens were focused on the recommendations and provided the steering committee with useful data.

The researcher suggests, as a guideline based upon the experiences of the Search and Solve Team chairmen, that they should be provided with sessions on how to deal with confrontation.

Question four--Can you think of anything else that would have
improved greater community awareness and participation in the mobilization stage?

The consensus was that there was not the interest in the community regarding the type of student or "product" that is turned out by the school. Citizens, according to the chairmen, appeared more interested in finding out what facilities were being planned instead of what improvements were going to be made in the curriculum. One chairman did state that if teachers had worked at "getting people out" the meetings would have been well attended.

Codification

Question one--How did your committee identify what it believed to be major problems of the Columbus Public School System?

There was very little variation in the method used by each chairman in determining the major problems. The approach was either to solicit the areas of study from those that attended committee meetings or the central office staff provided information and directions for the chairmen to pursue.

Question two--How much control and authority was allocated to you by the Board of Education in designing your final report?

It was revealed by all chairmen that the original intent was for each of them to submit a report that would reflect the work of each committee. However, during one of the Wednesday evening
Search and Solve Team meetings this subject became the center of heated debates. There were those who wanted to submit a report that would be a summary and another segment argued that each committee or sub-committee report should be submitted in its original form. This latter argument was based on the fact that many citizens had participated and submitted recommendations. This faction also stated that if each chairman rewrote all of the reports there were the chance that important recommendations would be lost and then these citizens would believe their participation was just "window dressing" or "tokenism." All chairmen finally agreed to submit original reports to the community coordinator. The original reports with recommendations were submitted to the board of education.

The researcher believes that a viable guideline would be that the participants in a study should synthesize the information before it is disseminated.

Question three--What method, if any, would you recommend as a better way of effectively organizing data in the codification process?

Most of the chairmen believed that the way they had approached this process was most effective. As one chairman said, "So much time and energy had been expended on the task that there has been little time to reflect on the process."
Another chairman indicted educators as being "too paper bound." It was this chairman's contention that all of the reports could have been condensed. Finally, one chairman stated that the 1968 "Cunningham Report" should have been used in conjunction with Project UNITE. This chairman said that it was difficult to determine whether the Board was so sensitive politically that they would not adopt any proposals that were controversial or whether the Board was even interested in assuming leadership. The general consensus on the codification process was mixed.

Application

Question one--Did you believe all of your recommendations were readily applicable? Explain.

Napoleon Bell--"Yes, they felt strongly about the items they had recommended. In fact they even went so far as to designate those items that could be readily implemented by the Board without additional cost, and they identified those recommendations that would necessitate additional funds."

Frank Brockmeyer--"Yes, I think there was a reluctance on the part of some people and a feeling that they had been down the road before but for the most part we believed, after review, the recommendations would be approved."
Jake Davis--"No, I believe we realized that some would be easily put into effect and others would cause problems in the community or cost too much."

Betty DuBoux--"I think many of them will be but part of the problem is many are contradictory."

Bill Hitt--"I think in voting on them they felt that 90 percent were important. They also recognized the high cost of some."

Bill Mylett--"No, I thought many proposals were not rigorously examined."

Jack Schenck--"no, we recognize that they were not all implementable."

Question two--In your judgment, what would be a reasonable time line for the Board to approve these recommendations?

All but one Search and Solve Team chairman responded to this question with, "I have no idea." The one thought the board would act on all of them within a year.

Question three--Are you satisfied with the number of your committee's recommendations from Project UNITE which the board has implemented?

In response to this question some of the chairmen were not aware of the current status of any of the recommendations. Two chairmen stated that they had received a newsletter from the central
administration indicating which recommendations had already been approved by the Board.

Redefinition

Question one--How do you feel about the experience you had as a lay leader in Project UNITE?

The expressions on the part of all of the chairmen ranged from "I think it was rewarding" to "it was time-consuming but a very positive experience."

Question two--If you had to do it over again, what would you as a chairman do differently?

Napoleon Bell--"I don't think I would do anything differently. I would have loved to have attended more sub-committee meetings but it just wasn't humanly possible."

Frank Brockmeyer--"I would have spent more time reaching out and attempting to involve more people in participation."

Jake Davis--"I would have encouraged the staff to dig out some more people and be more careful in weighing the representations on the committees."

Betty DuBoux--"I think maybe the one thing I would try would be to go to more of the area meetings, but it wasn't possible."

Bill Hitt--"I would try to encourage the other chairmen to follow a common format on objectives. I would try to have more impact on the organization as a whole."
Bill Mylett--"I still feel more strongly now than then. The problem of people's expectations of what the school can do for their children is almost always wrong. People expect the school to correct all of the reading problems and, in general, be the cure-all. Their expectations are unrealistic."

Jack Schenck--"Perhaps we would have gone after a more representative group of the community on the committee."

Question three--Are the recommendations you have made flexible enough to be adapted to changing times?

The overwhelming response was yes.

Question four--How would you view the changes your recommendations would have; would they be incremental or dramatic?

Once again all of the chairmen stated the recommendations contained some of both. They speculated, however, that most of the recommendations would come about incrementally.

**Additional Research Questions**

In Chapter I, the researcher posed nine questions or areas to be investigated in this study. The previous section provided answers to most. The remaining questions are:

Question one--Which recommendations of the lay leaders' Search and Solve Teams were actually "new" proposals submitted to the Board of Education?
A number of the recommendations were not original ideas but were proposed by people representing perceptions "new" in the Project UNITE context. Many of the recommendations had been earlier proposed by central office administration seeking federal or state funds for special programs for the school system. The researcher's perception is that "new" proposals exist in the recommendations of Project UNITE because "new" people proposed them.

Question two--Why were some of the lay leaders so motivated to work on Project UNITE even though they did not reside in Columbus?

That question was asked of each Search and Solve Team Chairman. One-half of the chairmen did live in Columbus or had children in the Columbus School System. The responses can be summarized in the following manner: Each stated that he worked for a company based in Columbus which in turn contributed financial as well as personal resources to the growth of the community. The question to them was a "moot" one in that they all believed they had an investment in the city as well as institutions within the city. Not one of these chairmen viewed his residence as a detriment to the interest and involvement each felt for the city and in particular the school system.
The Lay Leadership Questionnaire

Figure 4 represents the questions that were asked of lay participants in Project UNITE. The purpose of the questionnaire was to ascertain how lay participants thought their respective Search and Solve Team chairman did his job.

The researcher discovered through an examination of Project UNITE records that one thousand individuals were determined to be "active" participants in the study. "Active" was defined as those individuals who attended almost every committee meeting from February until April. This figure differs from the Project UNITE final report. That report states that "over two thousand citizens were involved." The researcher does not find it inconsistent that the official report states that because the number of citizens who participated fluctuated throughout the three month period of Project UNITE's existence.

The researcher selected a stratified random sample of twenty percent of the lay participants that had been identified as "active" workers in Project UNITE. The "active" participants were determined by reviewing committee records housed at the research and evaluation center of the Columbus Public Schools. The researcher was assisted by personnel responsible for establishing and maintaining records of citizens who had worked for at least ten of the twelve weeks the project lasted. The researcher is well aware that the
Figure 4. **LAY-LEADERSHIP QUESTIONNAIRE**

Composite Responses

1. The problem was clearly stated. 4.05

2. A number of reasonable alternatives were explored. 3.91

3. A specific course of action was agreed upon. 3.73

4. The meeting had a sense of progress and accomplishment. 3.84

5. The general group atmosphere was relaxed. 3.95

6. Members listened to each other with understanding. 3.89

7. Feelings were freely expressed. 4.12

8. Most members appeared to be involved and interested. 4.00

9. The members were open to new ideas. 3.81

10. The leader was helpful to the group. 4.07

11. Additional comments:

**Evaluation Scale:**

5 - Excellent
4 - Good
3 - Fair
2 - Marginal
1 - Poor
results reflect a biased sample in that only those individuals who were committed to the work of Project UNITE were sampled. The researcher received a 62 percent return from the participants. The evaluation scale and the responses to each question are presented in Figure 4.

The researcher also provided a set of definitions to clarify the response from each question. The definitions were based on work that Dr. William D. Hitt of Battelle Memorial Institute developed in a study designed to measure "the effective human being." Dr. Hitt assisted the researcher in adapting some of the definitions to the lay participants' questionnaire.

Definitions provided in Chapter I are used as a reference for understanding the rationale for each question. Question one was judged to be an inquiry on communications. The question attempted to find out if the Search and Solve Team chairmen or subcommittee chairmen clearly explained the goals and purposes of Project UNITE.

The researcher wanted to determine if the participants had been informed by the lay leader of their Search and Solve Team if the problem had been clearly stated.

Many respondents indicated by using the evaluation scale and by additional comments that they believed they understood the problem. Several comments included statements such as "I was informed that we were to suggest ways to improve the schools"; "Our chairman
clearly explained what Project UNITE was to accomplish"; or "The people that I worked with helped to make me understand what the school people wanted."

In a few instances respondents indicated that the committee they worked on was too large. They mentioned that at first they did not understand exactly what they were to accomplish but by continued involvement they were able to understand what they had to do. This group pointed out by comments that the size of the group was not a barrier as the study progressed.

The results of the questionnaire indicated that participants clearly understood the problem.

Question two was asked to find out if the participants believed that reason and open-mindedness were in evidence by the number of alternatives proposed by both the lay leader and participants.

The researcher was interested in determining if the respondents believed the lay leader proposed to the group alternative solutions to resolve conflict that caused the participants to become polarized on two or three different issues. The results from the questionnaire indicate that the participants believed reasonable alternatives were explored.

One respondent wrote under the question, "I worked on the QIE committee and on numerous occasions our group became deadlocked on issue after issue. Our chairman had a difficult time
controlling comments but he never allowed the discussion to become stalemate. " Several other written responses indicated that lay leaders provided for "openness" and seldom closed any discussion without exploring all of the possibilities.

One respondent who was critical of this process mentioned that "certain individuals dominated committee discussions and the chairman was ineffective in keeping the topic moving." Other respondents that evaluated this question as marginal or poor indicated a definite "lack of chairmanship" and pointed out conflict was allowed to affect the morale of the group. They indicated discussions regarding alternatives were handled poorly.

The researcher believes that, for the most part, lay leaders provided reasonable alternatives.

Question three was judged to be a question that dealt with reason and problem solving. Did the lay leader expedite the work of UNITE by determining the organization of his/her committee?

The responses to this question informed the researcher that a specific course of action was agreed upon. Written comments indicated that a majority of the committee chairmen were organized to the point that at the initial meeting of a Search and Solve Team, direction was given and the group was able to begin its task.

Several respondents mentioned that the committee they served on did not have a plan for problem solving but that during the
first few weeks the committee met, they explored different methods for problem solving. One respondent in this group stated that "they spent a lot of time 'spinning their wheels' trying to figure out just how to tackle the problem."

The responses indicate to the researcher that in general lay leaders were able to establish consensus and proceed with the committee tasks.

Questions four and five were problem solving measures. Was the chairman able to convey a sense of progress and maintain a cordial atmosphere?

The researcher was interested in this question in determining how the participants perceived if they were able to sense progress and the feeling of accomplishment. The responses indicate that most of the participants were satisfied. Generally, in situations where conflict easily erupts participants feel that very little was accomplished by their involvement. Question four indicates that overall as the participants reflected their views, their experiences were positive. A number of respondents mentioned that they were able to sense that they were "maintaining their time schedule" and completing group or individual assignments on time.

Three respondents wrote lengthy comments regarding question four in which they stated that they had met new friends and also had a feeling that the work they did would help "improve the
Columbus schools." These respondents mentioned that they would not hesitate to become involved in such a study again.

There were respondents who mentioned that their committee continually argued or "hassled" and they left most of their sessions "frustrated." Overall, the researcher believes that responses to this question reveals that a large percentage found they made an important contribution to the Columbus schools.

The researcher wanted to determine in question five if the general committee meeting atmosphere was free of tension. While some respondents indicated that tension and conflict were common experiences, a majority of the respondents indicated that "debate, confrontation, and conflict" were present in some but they were able in most cases to resolve problems and make progress as a committee.

The researcher believes that in any study involving lay citizens that differences of opinion will occur but that it is critical for the leadership to maintain an atmosphere that is non-threatening to all members of the group.

The respondents to this question indicated they were able to accomplish their goals because they were working in a non-threatening relaxed atmosphere.

Questions six and eight attempted to find out if the group was sensing that there was concern for others.
Question six was asked to determine if committee members believed that they could speak on an issue and have the other people in the group listen to what they said. The researcher found that most of the respondents indicated that members listened to each other with understanding. This data indicate that topics that stimulated controversy and often conflict were handled to the satisfaction of the participants. People were able to say what they wanted with few disruptions. In sampling open-ended responses the researcher found the following: "Sir, I served on a committee where people made proposal after proposal that could not possibly have been funded and yet observed that everyone in the group listened patiently to each presentation. I have been to some P.T.A. meetings where groups have not been that patient or courteous." However, several respondents reported that their experiences were not positive. They indicated that in meetings they attended the group was "unruly" and it was "difficult to hear the different points of view."

The researcher believes that in general, people attempted to listen to each other and find out more about reasons people were for or against the various proposals.

Question eight will be discussed in that it is closely related to the above question. The researcher found the responses to this question were very positive. It appears that the participants found
that they were in with a group of people that were involved and interested in the tasks they were completing.

This high rating can be accounted for in that the study called for 1) volunteers and 2) those people that were participating wanted to be involved. It is significant that once the volunteers began to participate they found the task as challenging as they must have imagined it would be. The researcher did not find any negative open-ended responses regarding this question. The open-ended responses were complimentary and were consistent with the high rating accorded this question.

Question seven dealt with authenticity. Members in a group must sense a feeling of freedom in expression of thought, words, and actions.

The positive response to question seven reenforced the researcher's belief that the respondents found that the lay leaders provided a meeting climate that was conducive for people to discuss issues openly and not seek "hidden agendas." As one respondent wrote, "regardless of the topic I felt free to discuss the issue in an open and candid manner." Another stated, "I found people ready to get to the heart of the problem and not run around the bush." These types of responses reflect that the leaders were able to instill: 1) a sense of mutual trust in each participant and 2) eagerness in the
participants to resolve the problems at hand in hopes of contributing to the improvement of the school system.

There were several respondents that indicated that members were too candid with each other and personal feelings were injured. The researcher would hypothesize that these situations probably were confrontations and some of the participants were ill-equipped to respond when challenged.

The research found that the participants responded overwhelmingly that one of the strengths of this process was the ability for many respondents to say that feelings were freely expressed.

Question nine was sampling open-mindedness.

The researcher believes that the high response to this question can be attributed to the type of tasks that the lay leaders had to accomplish. The purpose of the committees was to provide recommendations for program or organizational improvements for the school system. The researcher expected the responses to reflect a higher evaluation because most of the sessions the respondents participated in were viewed basically as "brain storming" sessions.

The results probably reflect, however, that more moderate recommendations prevailed over "new" or innovative ideas proposed by some elements of each committee.
The researcher believes that generally most of the participants were receptive to new ideas and many of these can be read in the revised list of the recommendations.

Question ten was a measure of the communications process.

The question attempted to find out how the lay citizens believed their lay leader interacted with the group. The researcher found that the respondents upon reflection indicated that the lay leader was helpful.

The respondents believed that the lay leader was the one who kept the meetings moving smoothly and assisted them in completing their work. There were a few open-ended responses to this question and they were positive.

Question eleven was open-ended. The following represent additional comments from the respondents to the last question.

--"Our final report was rewritten to fit some pre-determined format which I felt was unnecessary."

--"The format forced the writing of extraneous, meaningless, and repetitious material."

--"Time was the biggest problem we faced."

--"We had no direction for our committee."

--"Having to miss one meeting made me feel guilty because of the dedication of the group to this worthwhile study."
"Our chairman was patient and he taught us how to get the job done."

"I believe the leader did a good job in keeping things focused on the problems to be solved. He stimulated the free expression that occurred."

The researcher found that overall the participants evaluated each of the areas as high. The results reflect that both the lay leader and the participants were able to come together as strangers and work on a project and at the same time reflect later that the experience was positive.

**Summary**

The intent of this chapter was to present data collected based on adapting Edward V. Schneier's model to an educational setting and research questions posed in Chapter I and the lay leadership questionnaire. In this chapter relationships between Schneier's model and the lay leadership questionnaire were discussed as a process for involving lay participation in education. The responses found in this chapter provided the framework for formulating the guidelines for lay involvement.
CHAPTER VI

SUMMARY, CONCLUSIONS, GUIDELINES, RECOMMENDATIONS

Campbell, et al. have been particularly impressed with the uneasy truce that exists between lay citizens and the professional public school educator. The issue according to Campbell with respect to the roles of the lay citizen and the professional school worker is unclear.

As lay citizens have become more concerned about schools, they have not been content to deal only with goals and policies; they have also delved into areas of programs and procedures where they are sometimes poorly informed and quite inept. On the other hand, professional school workers in their recognition that the public does have a role to perform, particularly with regard to the public schools, have had difficulty in establishing the boundaries of appropriate lay participation.¹

What has, however, not been clearly understood is how to channel lay

participation into a viable force that contributes to strengthening the relationships between the lay citizens and the professionals.

Active lay involvement in public elementary and secondary education is not a new phenomenon. The 1960s, however, may well be recorded as the decade that social discontent descended upon the public school. Citizens from every social class made involvement in the affairs of the public school a number one priority. Citizens in communities both large and small, urban and rural, became participants in attempting to influence decision-making in public education.

Summary

The researcher tested the adequacy of Schneier's policy-making model to an educational setting, applying it as a method for analyzing the process used by the major lay and professional participants in the Columbus, Ohio Board of Education's Project UNITE. Two factors were central in this investigation: to demonstrate that Schneier's model is applicable as a format for use by lay citizens in examining school affairs, and to formulate guidelines for lay involvement in educational planning and decision-making.

The significance of this study was its extension of knowledge in formulating guidelines for boards of education to follow in utilizing lay participation in resolving some public school issues. The knowledge gained from this study has added information about the
nature of lay involvement in education. In the past, research into lay involvement has generally focused on participation brought about by conflict or interest group pressures with no formal provisions for recommendations regarding meaningful strategies for utilizing this participation.

This research provides a set of recommendations based on this study that can be broadly applied by boards of education or the central office administrators who involve themselves with lay participation.

The study was an exploratory field investigation into the past actions of eight lay participants, a school board president, and a superintendent in a community based-examination of an urban school system. The exploratory field study according to Kerlinger is usually located in a social or institutional setting and various relations are determined among the attitudes, values, perceptions, and behaviors of individuals and groups in the situation.² Guba also stated that a field investigation is a functional form of research if one recognizes it as a pilot study which yields some insights into the kinds of problems that might be encountered if he treats the data as

heuristic; i.e. furnishing a convenient jumping off place for more detailed and vigorous research designs. 3

The field investigation consisted of a chronology of past actions on the part of lay participants, the board president, and school superintendent in Project UNITE from inception through the completed Search and Solve Team reports that were presented to the Columbus Board of Education in June, 1972.

The research data were derived from: 1) an examination of the Search and Solve Team reports; 2) personal interviews with the community coordinator, seven Search and Solve Team chairmen, board of education president, and the school superintendent; 3) a short form questionnaire that was mailed to twenty percent of the "active" lay participants in this study; and, 4) a review of all of the revised items that were listed as recommendations of Project UNITE.

The interviews which were conducted were all structured within the framework of the policy-making model. The "active" participants were determined by reviewing board of education records and identifying citizens who attended committee meetings ten out of twelve weeks the study was in progress.

The next two sections will extrapolate from the study the major findings of the researcher. The first section presents five major conclusions that were derived from the research and the second section presents the guidelines for lay involvement. The guidelines for lay involvement should assist not only the Columbus Public Schools but most school systems seeking information for organizing and implementing a community based study.

Conclusions

1. The researcher has concluded that it would be more productive to appoint co-coordinators, one a representative of the school system and the other a lay citizen. The organization chart for Project UNITE provided for a community coordinator and a project director-coordinator. The purpose of providing a community coordinator was to have a lay citizen placed in a major organizational and decision-making position. The project director-coordinator was a central office administrator responsible for the entire project.

Some participants in the study would disagree with this point but the researcher believes that both a lay and a professional perspective needs to be maintained in a school study. This would reduce some ambiguities in the decision-making process if the two major leaders of the study were both totally responsible for the outcome.
The researcher believes it is necessary to have a lay citizen who has a broad background in community volunteer work serve as a co-coordinator. This individual must possess a sense of purpose, be able to organize, and have a strong self-concept. There is no doubt that Will Hellerman was an excellent choice for community coordinator; the problem was that this type of leadership was a new role for him. The educational organization did not quite parallel his own experience. The demands from pressure groups was something he had not had as much exposure to. The lay citizen who assumes a leadership position must be treated as a colleague and be kept informed of major decisions and be a key participant in decision-making.

Unnecessary interpersonal conflict with co-coordinators can be avoided if 1) a collegial model is employed, 2) the roles and responsibilities are explicitly explained at the outset, and 3) an internal (school system) power struggle is not in progress. As for this last point it is evident to the researcher that some "positioning" for leadership was a subtle reality in the Project UNITE study on the part of some central office administrators. This perception was conveyed to the researcher by several individuals who represented both lay and professional viewpoints.
2. The researcher discovered that most Search and Solve Team chairmen found the formal procedural format used for Steering Committee meetings too restrictive. The chairmen believed that the format precluded them from becoming better acquainted which they believed would have enabled them to gain greater mutual understanding for each others ideas and perceptions.

It would have been beneficial prior to convening the Search and Solve Team chairmen into the steering committee meetings to have had a brief socializing time. This would have provided an informal structure for each Search and Solve Team chairman to interact with one another.

The researcher realizes that time was a premium but firmly believes that if the Search and Solve Team chairmen would have had more time they would have become more knowledgeable about each other and the decision-making process would have been altered. The decision-making time was usually limited because numerous announcements and speakers generally preceded any business conducted by the Steering Committee. Decisions were often made on the basis of expediency and few chairmen were able to fully debate issues that were crucial to the study.

It would be advisable to have provided 1) more time for an interchange of ideas among the chairmen and 2) an alternative
procedure for making Project UNITE announcements and explaining organizational changes. The format utilized by the Steering Committee was frustrating to many chairmen.

3. A board of education must realize that to involve lay participants also means that it must be willing to respond to any final report presented to them by lay citizens.

The Columbus Board of Education has responded to Project UNITE. It has enacted numerous recommendations which members believe indicate to the community that the board was committed to Project UNITE.

Often when citizens' committee reports are submitted to a board, that board feels obligated to either reject or endorse the completed report. This researcher suggests that a board can utilize a number of options in responding to a citizens' committee report. It can accept part of the report, reject part of the report, or modify some of the recommendations. It is important for the board to be positive in its response to the participants in order to maintain credibility.

There is reason to suggest that the initial recommendations that were adopted were global in nature. Recommendations such as "involve students in a leadership training program through club activities," "make use of student, public and para-professional
volunteer aides," and "involve all students in the world of work," are examples. Recommendations such as these involve minimal or no cost and are non-controversial. The researcher would question if the recommendations cited have been thoroughly discussed and strategies for implementation developed. The researcher speculates that the recommendations approved in June, 1972, were ones that were not closely examined but were approved primarily to "hush" any critic who stated that Project UNITE was just a means to an end . . . the passage of the November, 1972 bond issue.

A board of education needs to be cognizant that if lay participation is requested it has an obligation to respond to the work of its peers in a manner that will not alienate citizens or jeopardize similar ventures in the future.

4. All formal interest groups within the community must be identified before a school study or project is undertaken.

The only special interest group that was actively involved in Project UNITE was the Parent-Teacher Association, commonly referred to as P.T.A. There was an attempt, which was not too successful, to involve the Columbus P.T.A. with the communications Search and Solve Team. The president of the Columbus P.T.A. Council at the time the study was in progress served as chairman of the Communications Search and Solve Team. The P.T.A. is not,
however, a good example of a special interest group in that this organization is committed to strengthening the relationship between the home and the school.

It is important that central office and building level administrators in addition to the board of education know what the demands are of the various special interest groups. Too often, little dialogue is established with leaders of these groups not are they asked to participate in school-related activities. These groups cannot be totally viewed as adversaries, but rather should be thought of as citizens who seek to have some influence into the decision-making process. One method to build relationships which lead to mutual respect is to seek participation from these groups when studies are undertaken.

As long as lay leaders are aware of their participation, special interest groups will not subsume the work of a particular committee. Interest group members should participate but not dominate.

The researcher believes that a major reason for conflict regarding the format for the final Search and Solve Team reports was that the central administration was not sensitive enough to the black community's input.

This insensitivity surfaced again during the community forums. In essence, the blacks who traveled from meeting to
meeting perceived this to be one of the few opportunities that they had to question leadership elements both within the school system and community.

Methods of opening communications among the various special interest groups and the schools must be an on-going process. To allow these groups to exist in the shadows only to surface at board of education meetings serves no useful purpose. Generally, energies that should be expended on the educational program are pre-occupied with heading-off the next "attack."

5. Members of the board of education must be totally committed and supportive of a school study.

The Columbus Board of Education was, for the most part, very supportive of Project UNITE. Members of the Columbus Board of Education are not unlike their counterparts in other major urban areas. Members of the board that urged caution wanted to determine if all segments of the community would be represented in the study.

Board members realized that if the school system was opened for analysis any number of conclusions could be reached regarding the general operation and administration of the school system.

The researcher, in discussing this aspect with knowledgeable individuals whose identities shall remain anonymous, discovered that no everyone was certain that Project UNITE should be undertaken.
There was some reaction that 1) lay participants would not have enough background regarding the schools to make recommendations based on pertinent school information; 2) that there would not be an emphasis to make certain of minority group involvement in the study; and 3) perhaps one of the most crucial questions was what would be the disposition of the final report.

Each of the questions was resolved to the satisfaction of the board of education. Liaison people from the superintendent's staff served as active members of the study, minority groups were well represented in the study and the board made a moral commitment to follow through on recommendations that would be submitted to them.

The responsibility for keeping the board of education informed regarding an impending study and the progress of that study is the school superintendent. The Columbus superintendent apprised board members of his intentions and asked that board members actively participate in the study. This strategy of total involvement and keeping members of the board informed prior to and while the study is in progress will generally result in mutual understanding and trust.

**Guidelines**

The researcher through this study was able to formulate guidelines to provide direction for lay participation in school affairs. These guidelines should be of assistance to board of education
members or central office personnel contemplating a special study or project that will involve lay citizens. Once the basic organizational pattern for a school study has been determined the following guidelines for lay involvement need to be carefully reviewed.

1. A specific planning model for problem solving needs to be presented for the participants to follow. The researcher discovered that lay participants are often eager to become involved in school studies without regard for basic organizational goals or structure. According to most of the participants, Project UNITE provided lay citizens with an opportunity for leadership, but the organizational plan did not provide these citizens with a strategy or model for problem solving. The researcher was informed by all of the Search and Solve Team chairmen that they had to use their own resources in determining the best method for organizing his/her team for problem solving.

The researcher found that without a specific planning model committees generally function autonomously. For example, the largest committee in this study was Educational Programs. The committee was composed of over three hundred participants and ten sub-committees. The sub-committees all utilized a variety of methods for handling their areas of responsibilities. Often, however, the reports are general in nature and represent a traditional approach in reporting conclusions. Most of the reports begin with an
introductory section which also includes historical background
information, followed by a statement of the problem and concludes
with a list of recommended remedies. The solutions for improve-
ments are generally written in such a manner that recommendations
are repetitious and tend to lack specificity.

The Schneier model was used in this study for analyzing the
problem-solving process of each Search and Solve Team chairman,
the community coordinator, school superintendent, and the school
board president. Most of these individuals indicated to the
researcher that such a model would have been helpful in organizing
work of their Search and Solve Teams. The basic advantage in
utilizing a problem solving or decision-making model is that it
provides 1) a structure, 2) enables the problem to be examined
objectively, and 3) maintains a progression of steps which contribute
to logical conclusions.

The Schneier model is but one process model that could have
been used in Project UNITE. Roald Campbell, Delbert C. Miller,
Daniel Stufflebeam are but a few of the men who have developed,
through their research, planning process models that could be
applicable in a similar manner as the Schneier model. One Search
and Solve Team chairman in Project UNITE, Dr. William D. Hitt,
developed and followed a comprehensive program planning model.
Dr. Hitt's Search and Solve Team was the only one that followed a logical process model in determining a strategy for reporting the results of its work. Dr. Hitt's model consisted of ten steps and according to several chairmen and a board member, his committee report is one of the few that can be easily comprehended.

If lay leaders are presented with a planning model for problem solving at that crucial initial stage of the study, it is likely that the remainder of their work will 1) reflect consistency in reporting, 2) cause the lay participants to analytically review the problem, and 3) produce alternatives that are clearly understood.

2. A comprehensive orientation session or sessions should be given to lay leaders by the superintendent of schools and the board of education president about the goals, purposes, and outcomes of the proposed study. The researcher was informed that the Search and Solve Team chairmen in Project UNITE did attend one orientation session. This meeting was under the direction of the superintendent for the purpose of explaining the organizational structure of Project UNITE. Some information was provided regarding the final goal for the study but there was little information about the overall status of the school system.

Campbell, et al. imply that a mechanism for involvement must be provided when seeking the assistance of citizens in school matters.
Based on information from this study, the researcher believes that if a school system is going to undertake a major project that will involve lay citizens in problem solving, then it is advisable to organize several orientation sessions. The first one or two sessions could present an overview of the school system's operations followed by specific information about finances, growth rate, curriculum plans, and facility needs. Several Search and Solve Team chairmen stated that these sessions would provide the lay leaders with pertinent information that would establish the need for the study they were about to undertake.

The final orientation session could be devoted to questions and answers regarding the first two sessions. This would also be the time that the organizational plans for the study be discussed.

Several orientation sessions would allow the lay leaders an opportunity to interact with each other and to become better acquainted with the organizational structure of the school.

Most of the chairmen stated that their main problem with the orientation session was that massive amounts of information were conveyed with little opportunity for them to become acquainted with each other, let alone the school organization. The Search and Solve Team chairmen were presented with previous school studies in addition to textbooks related to the areas they were heading. The use of this material was left to their initiative.
The orientation sessions are important in that they can establish the general attitudes and directions for the study. It is at this time that the entire organizational framework of the study should be explained along with any instructions regarding the role of lay leaders.

3. Lay leaders must be provided with sessions on how to serve as chairmen of a meeting and they must also be given instructions on how to deal with confrontation. The researcher discovered through this investigation that the organizational format for Project UNITE did not include provisions for instructions on chairing a meeting nor was a strategy provided for dealing with confrontation. The researcher observed that little or no thought was given to the methods to be used by Search and Solve Teams in organizing their committee or sub-committees as to procedures to be used during public meetings. According to some interviewees, it was assumed that lay leaders would be able to handle public meetings because most had backgrounds that required them to chair meetings in their professional work.

The problem was that the Search and Solve Team chairmen discovered that participants at public meetings represented a wide diversity in socio-economic backgrounds and in some instances were militant in their demands to be heard. The researcher discovered,
as did Gittell, that under these circumstances chaos can prevail and no progress in decision-making can occur.

Sub-committee meetings such as the Quality in Education Task Force and the Human Relations Task Force were continually disrupted and objective discussion gave way to heated emotionalism. If the Search and Solve Team chairmen had been oriented with some methods of parliamentary procedure and strategies for handling confrontation these task forces would have been more productive.

As a result of this investigation, the researcher discovered that one strategy for handling such meetings would be to establish the ground rules at the outset. For example, the chairman should have an agenda and only those items on the agenda should be discussed. Another strategy is for the chairman to use his knowledge of parliamentary procedure to rule out issues that are not germain to the discussion. Planning private sessions with dissidents can generally reduce disruptions at public meetings and enables these groups to have some of their concerns placed on the agenda. The chairmen in a confrontation situation must remember to be objective even if he is coming under severe verbal attack. Generally, the attack is not personal but rather it is an expression of frustration on the part of dissidents.

Writers such as James D. Thompson, Warren Bennis, Roald
Campbell, and Luvern Cunningham have either developed or reported on strategies for dealing with confrontation. Information is available and it is incumbent upon a school system that utilizes lay citizens as leaders in school studies to appraise the participants of the possibility that conflict can occur in public sessions and to insure that the leaders are prepared to use alternatives in such situations.

4. Lay leaders at all levels must be provided with school personnel to serve in a liaison capacity between lay and school participants. The researcher discovered that Project UNITE provided liaison personnel for the Search and Solve Team chairmen and the community coordinator. The school personnel who served in this capacity were members of the superintendent's cabinet. These people were assistant superintendents or had some other major system-wide responsibility. The Columbus Board of Education in cooperation with the superintendent committed the time and energies of the school system's upper echelon leadership to Project UNITE. This is but one indicator about the importance the superintendent attached to Project UNITE.

This investigation also found that for each Search and Solve Team chairman there was a central office administrator. The task of this administrator was to assist in securing pertinent information regarding the school system as requested by the lay chairmen.
The Search and Solve Team chairmen, for the most part, initiated the contact with the school personnel. The advantage of this arrangement was that the liaison person was not a dominant factor in the work of the committee but rather was there as a resource to be used to gather information that could only be answered by someone closely associated with the school system.

Kimbrough, Lutz, the researcher, and others can city lay committees to research and work on complex school problems with no provision for school personnel to assist the lay efforts. The researcher is aware that in these instances lay citizens are generally frustrated in attempting to suggest recommendations because they do not have assistance in securing pertinent information. What is pivotal in this relationship between lay and professional is a mutual respect and understanding of each others' roles.

5. A definite time line and planning calendar must be established if the study is to be successful. Based on this investigation the researcher holds that the time line for Project UNITE was too brief. A number of the professional and lay participants responding to questions about the length of the study at first stated the time line was sufficient but through subsequent questioning indicated if they were to do a similar study again, more time would be desirable.
Several Search and Solve Team chairmen indicated that one of the problems with the Project UNITE time line was that the work pace was so demanding that there was little time for reflective thinking. There was not enough time for the Search and Solve Team chairmen to become acclimated to the school organization or to each other.

The researcher found that the brief time line made it difficult to establish effective inter- and intra-communications systems. Search and Solve Team chairmen and sub-committee chairmen missed media deadlines announcing public committee meetings. There was difficulty in organizing a two-way communications network from Project UNITE headquarters to the Search and Solve Team chairmen.

6. The results of any school survey or study must be synthesized by the participants before the information is disseminated. The final report of Project UNITE consisted of 746 recommendations submitted to the board of education representing the work of the seven Search and Solve Teams. The researcher discovered that the public reaction to the reports was one of confusion and misunderstanding. A number of participants in Project UNITE stated that the reason for such a lengthy list of recommendations resulted in a major decision change mid-way through Project UNITE.

This investigation found that the original plan for reporting the efforts of each Search and Solve Team was to have the chairman
synthesize the work of his committee or sub-committee into a final report. Participants working in the Educational Programs Search and Solve Team brought pressure upon several chairmen to argue that the reports from each Search and Solve Team should be submitted as drafted by the committees and not rewritten. This process produced the opposite effect of what the participants desired; it caused greater confusion as to the final results of Project UNITE and produced a credibility gap.

Several lay leaders believed that once the ground rules were established that it was essential to follow through with them. The researcher found that part of the problem can be attributed to the brief time line and another for not working through a viable alternative on submitting the final report. It is quite possible that a group representative of the various committee perspectives could have synthesized the results into easily understood recommendations.

This problem pointed out that there was just a degree of naivite in planning for this process. People who believe they have been denied equal education are not easily going to trust any effort, however legitimate, that is proposed by the school system.

It is important to state at the outset of a school study how the final reporting will take place and then follow through with that procedure. However, several alternatives must be examined before agreeing on a final method.
7. The results of any study undertaken by lay citizens for the school system must present to the community a condensed synopsis of the findings or recommendations of the study. The Project UNITE final report as presented to the citizens of Columbus was circulated in a newspaper type tabloid that was difficult to read due to small print and contained over 700 recommendations. Part of the reason for circulating the recommendations in this form, the researcher discovered, was cost. Another factor was expediency in getting the information into homes in the community. Most of the Search and Solve Team leaders expressed that this report caused people to become more critical of the work of Project UNITE. Many hours of committee work was negated, according to some of the participants, because people were overwhelmed by the long list of recommendations. The researcher found that most of the chairmen indicated they had not read all of the recommendations.

What seemed to be a minor compromise among the Search and Solve Team chairmen mid-way through the Project regarding the way the final committee reports would be submitted eventually had far graver implications. By changing a pre-planned method, little thought was given to the affect this would have on disseminating the information to the public.

One method that could have been employed which would overcome this one all-encompassing report would be to submit to the
public several reports listing fewer recommendations. The reports would have been organized by Search and Solve Teams and a number of overlapping recommendations could have been consolidated.

The researcher would suggest that in subsequent studies where dissemination of information is essential, that the study of project leadership give careful consideration to alternative methods of reporting results.

8. **Once the study has been concluded, lay leaders and participants** should be asked by the board of education through the central administration to reflect on their experiences and suggest methods of improvement for future studies. The researcher discovered that there was no effort on the part of the Columbus Public Schools to "debrief" the Search and Solve Team chairmen or the community coordinator regarding their experiences as leaders in Project UNITE. The researcher found all of the participants eager to discuss their involvement in the study. All of the lay leaders stated that the researcher had been the only individual to contact them about discussing their participation in Project UNITE.

A school system as large as Columbus will undoubtedly be involved in future studies that will involve lay participation. It is difficult to understand why there was no attempt at seeking information from the participants about their impressions of the process and
also to solicit suggestions for improvement. It could be that the pressures of the upcoming bond issue campaign precluded any effort at assessing the process. The researcher can only speculate that the central administration did not want to risk any adverse comments regarding Project UNITE while attempting to re-focus on an old problem . . . the passage of the bond issue.

All Search and Solve Team chairmen should have either been personally contacted to discuss their experiences or asked to fill out some type of questionnaire that would have provided them with an opportunity to relate their attitudes and suggestions regarding their involvement. In the researcher's opinion a personal interview would be advisable as opposed to an impersonal questionnaire. The researcher would suggest that the school system employ people not connected with the schools to conduct the interviews to insure candor.

All of the participants should have an opportunity to evaluate the process. In this case a questionnaire would be one of the most practical methods to employ. Exact records of participants including name, address, telephone number should be kept for evaluation use. It would be advantageous to have the participants address envelopes to themselves while the study is in progress. Once the study is over the evaluation instrument could be mailed while the impression of their involvement is still fresh.
A school system that involves lay participation in a study should also develop an evaluation model to be implemented at the conclusion of the study.

9. Student representation should be included in any school study that also involves lay participation. This study found that the Project UNITE organization through its broad appeals for volunteers enabled students within the system to participate. While the appeal was indirect, several students "actively" worked on some Search and Solve Teams.

One Search and Solve Team chairman emphasized to the researcher that student participation should be actively sought. The researcher, as a result of this study, believes that students can provide a perspective which is often overlooked in any project utilizing lay assistance. The students are generally the individuals who are most affected by recommendations or policy changes which involve new directions or inputs for the school system. Students can provide a candid analysis of most issues that confront the school.

Announcements by poster as well as via the school public address system are ways of soliciting student help. All secondary students should have an opportunity to participate. If membership to lay committees is limited then students should be elected by their peers to represent them.
Student involvement has been, in most instances, overlooked by the leadership in the public schools as a viable means of gaining citizen participation in school affairs.

10. Recommendations that are presented to the board of education should be priority ranked. This issue, the researcher found, was controversial and caused numerous debates. This investigation discovered that in the initial planning for Project UNITE, the leadership elements believed that the entire question would 1) not arise and 2) cause such internal controversy. There was a faction comprised mostly of the central administration and several Search and Solve Team chairmen that believed the recommendations should be presented in some order of priority. Other lay leaders firmly believed they should not be priority ranked and eventually this viewpoint prevailed.

One problem, as reported in the study, was that the board of education received 746 Project UNITE recommendations that included numerous suggestions that would be of benefit to the system. At the same time the recommendations included suggestions that either reflected on-going programs or they were so expensive that the school system could not implement them within their present priorities.

Several lay and professional participants believed that the board of education should have received several dozen recommendations from each Search and Solve Team with priority rankings. A
composite list of priorities should have been compiled from those submitted by the Search and Solve Teams. The researcher is cognizant that the supporters for non-ranking wanted to establish credibility on the part of the participants. The researcher doubts if credibility would have suffered if priorities had been established.

The procedures for establishing priorities could have been accomplished with a committee of members chosen that represented both lay and professional perspectives. The priority items could then have been disseminated with greater public understanding of the board's action.

Once again this represents that careful thought needs to be given to all phases of the process including the type of formats for presentation to the board. If the recommendations had been priority-ranked this, according to numerous participants, would have reduced uncertainties on the part of the board of education as to what areas should receive urgent attention.

Recommendations

1. It is recommended that a board of education utilize a process model for problem-solving such as Edward Schneier's public policy-making model or one that offers similar steps or stages when involving lay participants in school studies. If such a model is available lay citizens can devote all of their time and
energies to the task they have been asked to complete without spending valuable time designing their own model.

The board through the superintendent and his staff should provide a model based upon current research and easily applied to the citizens' study. In addition to Schneier's model, William D. Hitt, Daniel Stufflebeam, et al. have developed problem-solving and decision-making models which could be of use to future researchers in examining the role of lay participation in school affairs.

The researcher discovered through this study that if such a model had been used the entire project would have reflected greater consistency and continuity. All committees would have been following similar procedures for problem solving. The researcher has some evidence that such a model would have reduced confusion and provided group direction. The Staff Development Search and Solve Team used a problem solving process model developed by the lay leader of the committee. Responses from participants as well as some professional members of the Columbus schools reaffirm that they were able to accomplish their assigned task because they were following a prescribed guide. Those individuals responsible for reading and various Search and Solve Team reports also concur that the report reflects consistency and continuity from hypothesis to conclusions.
The researcher believes it is essential that future researchers undertake a study that incorporates the six stages of the policy-making model or similar models in an educational study. The future researcher will want to pay particular attention to stage four, mobilization, and stage five, codification, in the model. These two stages are perhaps the most difficult to organize and maintain. The remaining four stages can be observed and the events related to each recorded by a researcher because the variables phenomenon associated with these stages reflect greater continuity in organizational behavior. The findings in a future study would either substantiate or clarify a number of guidelines proposed in this study.

The researcher has applied a problem-solving model to examine the dynamics of a school-community study. It is an hypothesis of the researcher that a school system using a problem-solving model with lay leaders throughout a community based study would find the results easier to interpret.

2. It is recommended that the board of education through its superintendent actively seek community leaders' participation in school affairs. Leaders in every community are influential. These individuals need to be informed of the goals and directions of the school system. The school system, in turn, needs to solicit ideas from this group regarding the system's strengths and weaknesses.
This researcher believes that this industrial and business segment of the community must be involved in school affairs through a planned program. Often central office administrators look to the community leadership segment only when major projects or studies are to be undertaken.

The central office administration in conjunction with the board of education should seek to have these leaders involved on district committees as well as with local school projects.

One lay leader, a non-resident of the school district, summed up his feelings regarding the school system when he stated that he worked for a company that was interested not only in the growth of the city but in the progress of the school system. He believed that he had a personal responsibility to work for and participate in any program that would contribute to improving the school system.

The researcher realizes this recommendation may be viewed as a traditional position but all too often it appears to the writer that this segment of the community is taken for granted. School system leaders need to be reminded that this group has a vested interest in the community which also includes the welfare of the school system.

3. It is recommended that a school system seeking lay participation in a school study insure that greater numbers of lay citizens are involved in the study other than school personnel. The
researcher believes that school personnel should participate but that every effort must be made to involve numerous lay citizens. Educators are often placed in the dual role of parent and professional. The researcher is not critical of professional participation but concerned if minimal lay citizens participation is reflected in a school study.

Lay citizens generally want to actively participate in the affairs of the school system, but often believe their services are unwanted. It is important, therefore, to establish effective lines of communication between the home and school.

In addition to lay citizens that are parents, the school staff needs to develop a plan whereby senior citizens and students have an opportunity to participate in the problem-solving process of any school study.

The researcher found that the Project UNITE leadership attempted to involve diverse groups in the study but greater efforts need to be made in future studies.

4. It is recommended that citizen involvement should focus on the product of the school system's effort. Scores of school studies ostensibly are undertaken in the name of improving the quality of education for students in a given school system. Project UNITE was conceived for this purpose, but that issue became one of the many in the final report. Citizens must pursue a study of the curriculum and
what is taught and recommend, along with assistance from school personnel, suggested alternatives for improvement. The issue of curriculum improvement can quickly be lost in discussion about new facilities, improvement of finances, and similar such topics, if stringent proposals for school studies are not developed in advance.

One lay leader commented to the researcher that as he traveled from one community forum to another, citizens were primarily concerned with where and what kind of new school facilities would be provided to implement the recommendations of Project UNITE.

The researcher feels that in a comprehensive school study curriculum recommendations need to be examined closely. It is easy in a large urban school system to have other issues dominate the public's attention.

5. Finally, it is recommended that in a future study that the researcher 1) interact with leading members of the community power structure which would provide an additional dimension as to the beliefs held by a broader segment of leaders in the community toward the school system; and 2) should personally contact residents throughout the community by conducting a random door-to-door canvas of local residents which would determine if the methods used in the second stage of the model, articulation, were successful; and
3) would advise that all members of the board of education should be interviewed which would provide a wider range of perceptions regarding the school study. In addition, this would also provide an opportunity for the researcher to determine a board member's position with respect to lay participation.

The researcher believes that if these suggestions are followed that a future study will yield additional information which will contribute useful knowledge regarding the process of utilizing lay leaders and citizens in school affairs.
November 14, 1972

Mr. Will Hellerman
Vice President in Charge of Public Relations
Nationwide Insurance Company
246 North High Street
Columbus, Ohio 43215

Dear Mr. Hellerman:

Presently I am working on a doctoral dissertation at The Ohio State University in educational administration. This dissertation will examine one phase of "Project UNITE"—lay involvement. The study will attempt to formulate guidelines for lay involvement in educational planning.

My current need is to spend about 60 minutes with you. I am also interviewing the seven "Search and Solve" team chairmen. My schedule is very flexible and I can meet at your convenience. I will be calling your office in several days for the purpose of establishing a time in which we can get together.

My advisors on this project are Dr. W. Frederick Staub from Ohio State and Dr. William Hitt, former "Search and Solve" team chairman. Your assistance in this study is invaluable and I am looking forward to meeting with you.

Sincerely,

Ernest A. Husarik

EAH:aw
APPENDIX B
**LIST OF INTERVIEWEES**

<table>
<thead>
<tr>
<th>Position</th>
<th>Name</th>
<th>Organization</th>
</tr>
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<tbody>
<tr>
<td>Superintendent</td>
<td>Dr. John Ellis</td>
<td>Columbus Public Schools</td>
</tr>
<tr>
<td>Vice-President in Charge of Public Relations</td>
<td>Mr. Will Hellerman</td>
<td>Nationwide Insurance</td>
</tr>
<tr>
<td>President, Board of Education, Columbus Public Schools</td>
<td>Mr. Thomas Moyer</td>
<td></td>
</tr>
<tr>
<td>Chairman</td>
<td>Search and Solve Team</td>
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</tr>
<tr>
<td>Educational Program</td>
<td>Napoleon Bell, Attorney, Columbus, Ohio</td>
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</tr>
<tr>
<td>Buildings</td>
<td>Frank Brockmeyer, President, Region 2,Auto Workers</td>
<td></td>
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<tr>
<td>Finance</td>
<td>Mr. Jack Schenck, Senior Vice-President Trust Department, Huntington National Bank</td>
<td></td>
</tr>
<tr>
<td>Staff Development</td>
<td>Dr. William Hitt, Director, Center for Improved Education, Battelle Memorial Institute, Columbus, Ohio</td>
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<tr>
<td>Organization</td>
<td>Mr. Jake Davis, Attorney, Columbus, Ohio</td>
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<tr>
<td>Urban Problems</td>
<td>Mr. William Mylett, Director of Labor Relations, Western Electric</td>
<td></td>
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<tr>
<td>Communications</td>
<td>Mrs. Betty DuBoux, President, P.T.A. Council, Columbus, Ohio</td>
<td></td>
</tr>
</tbody>
</table>
APPENDIX C
INTERVIEW SCHEDULE

I. Formulation

A. Who originally contacted you and invited you to participate as a "Search and Solve" team chairman?

B. Were you permitted to have input into the formulation and implementation of Project UNITE?

C. What was your personal reaction at being asked to participate in Project UNITE?

D. What orientation, if any, concerning the Columbus city schools were you given by the Columbus Board of Education that would have assisted you in understanding the need for Project UNITE?

E. What organizational pattern did you develop in creating the work of the Search and Solve Team for which you were responsible?

F. What information and resources could the Board of Education or the central administration have provided you that would have prepared you to serve as a "Search and Solve" team leader?

G. Can you think of anything else in organizing your committee that would have made the formulation stage more effective?

H. Was the 1968 Ohio State Citizens Advisory Commission Study mentioned as a point of reference for Project UNITE?

I. What were the goals and objectives for your committee and how did you put them into effect?

II. Articulation

A. What methods and which media were used to articulate Project UNITE to the general public?

B. How did you articulate Project UNITE to your committee?
C. How did you articulate the feedback of your committee members to the community coordinators?

D. What was the nature of the articulation among the other Project UNITE committees as to the progress of each?

E. How did you articulate the work of your committee with new members joining at different times?

1. How did you keep informed about the work of each of your sub-committees?
2. Were you able to keep all sub-committee chairmen informed about each other's work? If not, why?

F. Is there anything that could have assisted in making the articulation phase more effective communicating Project UNITE to the public?

III. Mobilization

A. How did you stimulate citizens to participate in the work of your committee?

B. How did you select members for your committee?

C. Did you have sub-committees? If no, why not? If yes, what process did you use in the grouping and selecting sub-committee chairmen? Were the methods used by your sub-committee chairmen to stimulate interest any different from yours?

D. How much and what kinds of community participation did you witness on your planned visits around the city?

1. What would you suggest as a means for stimulating more citizens to attend and speak out at such meetings?

E. Can you think of anything else that would have improved greater community awareness and participation in the mobilization stage?
IV. **Codification**

A. How did the staff development committee identify what it believed to be major problems of the Columbus Public School System?

B. How were priorities developed before or after the major problems were identified? Explain.

C. How much control and authority was allocated to you by the Board of Education in designing your final report?

D. Did you write your report to reflect those items the committee considered most important, first?

E. What method, if any, would you recommend as a better way of effectively organizing data in the codification process?

V. **Application**

A. Did your committee believe all of their recommendations were readily applicable? If yes, why? If no, give some specifics.

B. Do you believe most of the committee's recommendations will be approved? In your judgment, what would be a reasonable time for the board to approve these recommendations?

C. Are you satisfied with the number of your committee's recommendations from Project UNITE which the board has implemented? If not, why?

VI. **Redefinition**

A. How do you feel about the experience you had as a lay leader in Project UNITE?

B. If you had it to do over again, what would you, as chairman, do differently?
C. Do you believe lay participation is essential in school matters? Why?

D. Do you, as a lay citizen, understand school problems better as a result of your involvement in Project UNITE?

E. Are the recommendations you have made flexible enough to be adapted to changing times?

F. How would you view the changes your recommendations would have; would they be incremental or dramatic?
Dear

Presently I am working on a doctoral dissertation at The Ohio State University, in educational administration. This dissertation will examine one phase of "Project UNITE"—lay involvement. The study will attempt to formulate guidelines for lay involvement in educational planning.

My current need is for you to read over and respond to the enclosed questionnaire. The purpose of the questionnaire is to find out how you felt Bill Mylett, "Search and Solve" team chairman of your Project UNITE committee, did his job as a lay leader. All questionnaires will be treated confidentially and no one will be identified by name.

Your assistance in this study is invaluable and your cooperation is most appreciated.

Please plan some time for the questionnaire and return it to me by December 22, 1972. Thank you.

Sincerely,

Ernest A. Husarik

EAH:aw
## SAMPLE: PROJECT UNITE IMPLEMENTATION REPORT

<table>
<thead>
<tr>
<th>No.</th>
<th>Recommendation</th>
<th>Current Status</th>
<th>Organizational Responsibility/Accountability</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>15</td>
<td><strong>PROGRAM: GENERAL</strong> Specific basic equipment and learning materials lists should be established, maintained and utilized.</td>
<td>Accepted</td>
<td>Luckey/Smucker/Mayer/Sittig/Mayer/Heil</td>
<td></td>
</tr>
<tr>
<td>25</td>
<td>We recommend that the curriculum include discussion of cultural differences by study of different countries, their languages and ethnic groups within our own society.</td>
<td>Accepted</td>
<td>Mayer/Luckey/Marraffa/Heil</td>
<td>This was begun during the fall of 1972 with the sponsoring of two workshops, which dealt with Black Culture and Africa.</td>
</tr>
<tr>
<td>28</td>
<td>We recommend that there be increased opportunities in the classroom for each child to progress at his own rate in reading, math, and other subjects, from kindergarten on up.</td>
<td>Accepted</td>
<td>Luckey/Mayer/Marraffa/Heil</td>
<td>All special education programs are arranged for individual programs—visually impaired, hearing impaired, orthopedic, neurologically handicapped, emotionally handicapped.</td>
</tr>
<tr>
<td>34</td>
<td>We recommend that teachers be given more freedom of choice in selection of textbooks and other materials.</td>
<td>Pending</td>
<td>Luckey/Mayer/Smucker/Thatcher/Heil</td>
<td>There is a proliferation of new materials.</td>
</tr>
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<tr>
<td>112</td>
<td>Have students organize and take over the running of the school for a day.</td>
<td>Rejected</td>
<td>Henery/Carter</td>
<td>This is considered impractical.</td>
</tr>
<tr>
<td>124</td>
<td>The city and the world should be a classroom; therefore, hold classes in all phases of government and industry on site at their locations.</td>
<td>Pending</td>
<td>Rudy/Luckey/Mayer/Smucker/Thatcher/Heil</td>
<td>A good idea in theory, but a formidable logistical problem with 106,000 pupils. If transportation were to be provided, more funds would be required.</td>
</tr>
<tr>
<td>137</td>
<td>Create the position of Training Needs Analyst to survey current and future needs for adult education in (1) the lay community and (2) business and industry. The training needs analyst would also be responsible for researching statistical data that relates to the effectiveness of all adult education programs in other educational systems, and alternative methods of funding.</td>
<td>Rejected</td>
<td>Kirkpatrick/Dumaree/Thatcher</td>
<td>No funds available to do this.</td>
</tr>
<tr>
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<tr>
<td>149</td>
<td>PROGRAM: SPECIAL EDUCATION Program Provide EMR teachers with research programs which they can follow. EMR teachers need the opportunity to create new programs. There must be communication between the creators and the doers.</td>
<td>Accepted</td>
<td>Heil</td>
<td></td>
</tr>
<tr>
<td>159</td>
<td>Give to each EMR unit standard audio-visual equipment, basic materials, and lockable storage area.</td>
<td>Pending</td>
<td>Kirkpatrick/Beers/Heil/Sittig</td>
<td>Most appropriate--if sufficient money can be budgeted.</td>
</tr>
<tr>
<td>293</td>
<td>PROGRAM: CAREER-VOCATIONAL Secondary Sex barriers in course offerings should be eliminated and reflected in counseling practices.</td>
<td>Accepted</td>
<td>Ricketts/Ferrell</td>
<td>Adopted by the Board on 6/6/72: Sex barriers in vocational course offerings shall be eliminated and reflected in counseling practices.</td>
</tr>
<tr>
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<tr>
<td>323</td>
<td>Involve students in a leadership training program thru club activities.</td>
<td>Accepted</td>
<td>Dumaree/Rickeets</td>
<td>Adopted by the Board on 6/6/72: Vocational students shall be afforded the opportunity for leadership training through club activities.</td>
</tr>
<tr>
<td>302</td>
<td>The committee recommends a separate bond issue for vocational education, along with other school related bond issues, to be submitted to the voters of the Columbus School District.</td>
<td>Rejected</td>
<td></td>
<td>The Board decided to place a comprehensive bond issue on the ballot November 7, 1972.</td>
</tr>
<tr>
<td>382</td>
<td>Construction of the vocational facilities should be scheduled to coincide with the availability of state matching funds.</td>
<td>Accepted</td>
<td>Beers</td>
<td>Not possible from a legal standpoint.</td>
</tr>
<tr>
<td>385</td>
<td>A subdivision tax to provide new school buildings should be considered.</td>
<td>Rejected</td>
<td></td>
<td></td>
</tr>
<tr>
<td>58</td>
<td>Build larger classrooms for grades 4-5-6 in new buildings.</td>
<td>Pending</td>
<td>Beers/Luckey</td>
<td></td>
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<tr>
<td>445</td>
<td>NEW FACILITIES-Miscellaneous</td>
<td>Accepted</td>
<td>Merriman/Dumaree/Huber</td>
<td>This recommendation will be observed as fully as possible in planning new facilities.</td>
</tr>
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<td></td>
<td>All new schools be planned and built as integrated learning centers with the curriculum designed to attract and promote integration with a strategic location designed to promote an integrated learning environment.</td>
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<tr>
<td>349</td>
<td>PROFESSIONAL PERSONNEL Recruitment</td>
<td>Pending</td>
<td>Dumaree/Wade</td>
<td>The administration cadet program is now open to applicants from outside the Columbus system.</td>
</tr>
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<td></td>
<td>Recruit and select administrators from outside the school system so that the numbers of these personnel will constitute at least 5% of the total administrative staff (by September, 1976).</td>
<td></td>
<td></td>
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<tr>
<td>464</td>
<td>In order to achieve a more adequate representation, Columbus Public Schools should consider a moratorium on the recruitment of majority representatives until a balance is achieved which is representative of the racial distribution of pupils within the Columbus Public Schools.</td>
<td>Rejected</td>
<td>Wade</td>
<td></td>
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<td>533</td>
<td><strong>PROFESSIONAL PERSONNEL Assignment</strong>&lt;br&gt;The Columbus Board of Education should immediately develop a policy of not permitting the assignment or re-assignment of a building administrator without consulting the opinions of the pupils, parents and supportive staffs of the schools affected by such actions.</td>
<td>Rejected</td>
<td>Dumaree</td>
<td>Assignment of administrators is a legal responsibility of the Superintendent.</td>
</tr>
<tr>
<td>364</td>
<td><strong>Assessment</strong>&lt;br&gt;Construct a system of rewards for all jobs (by June, 1973) and implement the system (beginning in September, 1973).</td>
<td>Rejected</td>
<td>Dumaree/Barton/Brooks/Evaluation Dept.</td>
<td>There are no funds to do this.</td>
</tr>
<tr>
<td>142</td>
<td><strong>ORGANIZATION Alternative Schools</strong>&lt;br&gt;We recommend that these common elements should be present in Alternative Schools: Teachers assigned voluntarily to the school; Voluntary enrollment of students; Transportation provided by the school system; An integrated</td>
<td>Accepted</td>
<td>Dumaree/Huber/Staats/Foust/Evaluation Dept.</td>
<td>Planning of alternative programs, within present financial resources, is in progress.</td>
</tr>
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<tr>
<td>143</td>
<td>We recommend that an office of Assistant Superintendent for Alternative Schools be formed and staffed.</td>
<td>Rejected</td>
<td>Dumaree/Huber</td>
<td></td>
</tr>
<tr>
<td>418</td>
<td>The Columbus City Schools should advance and propose for inter-district cooperation a cooperative program of curriculum development, including the testing of new courses of study and instructional improvement opportunities.</td>
<td>Pending</td>
<td>Huber/Heil/Cooke</td>
<td>This would be a very complex undertaking.</td>
</tr>
<tr>
<td>491</td>
<td>A form of community control in which the surrounding community of a given school would participate and influence to a much greater extent the life of the school.</td>
<td>Rejected</td>
<td>Dumaree</td>
<td></td>
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<td>432</td>
<td>The Columbus Public Schools integrate facilities throughout the city.</td>
<td>Pending</td>
<td>Dumaree</td>
<td>This is being implemented within the neighborhood concept already approved by the Board.</td>
</tr>
<tr>
<td>462</td>
<td>Plans should be considered which would allow students a neighborhood school enrollment for three days a week and an interracial enrollment for two days per week. The two day interracial enrollment could be in schools where special programs in the arts, careers, vocations, sciences, or other special learning interests would be pursued.</td>
<td>Rejected</td>
<td>Dumaree/Huber/Foust</td>
<td>Organizational problems inherent in such an arrangement make it impossible to implement.</td>
</tr>
<tr>
<td>467</td>
<td>The Columbus Board of Education review, strengthen and move, more actively, toward implementation of a policy to improve the ethnic balance of the schools.</td>
<td>Accepted</td>
<td>Board/Dumaree</td>
<td></td>
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<td>254</td>
<td>All pupil services should be available not only during the period of time in which schools are in session, but throughout the remainder of the calendar year.</td>
<td>Pending</td>
<td>Kirkpatrick/Dumaree/Davis</td>
<td>Funds to do this are not now available.</td>
</tr>
<tr>
<td>263</td>
<td>In terms of the issue of social workers, the subcommittee recognizes that unmet pupil needs exist in our educational community and further acknowledge that the trained social worker may have unique skills to offer the school. However, it is the general recommendation of the Subcommittee that there be no proliferation of new services categories until such time as existing pupil service areas are adequately staffed, which staffing shall include all of those presently eligible to be hired.</td>
<td>Accepted</td>
<td>Dumaree/Davis</td>
<td></td>
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<td>412</td>
<td>ORGANIZATION--Supportive Services Methods should be explored to permit the central staff to give greater support to individual school administrators in the area of &quot;problem students&quot; in relation to discipline.</td>
<td>Accepted</td>
<td>Kirkpatrick/ Dumaree/Huber/Davis</td>
<td>The Mental Health Services Committee is giving priority attention to this problem.</td>
</tr>
<tr>
<td>7</td>
<td>SUPPORTIVE SERVICES Volunteers Further lowering of pupil-teacher ratios at the kindergarten level must be accomplished by utilizing such non-paid resources as educational interns, parent volunteers and community volunteers.</td>
<td>Accepted</td>
<td>F. White</td>
<td>Adopted by the Board on 6/6/72: Utilize such non-paid resources as educational interns, parent volunteers, and community volunteers to lower pupil-adult ratios at the kindergarten level.</td>
</tr>
<tr>
<td>45</td>
<td>The Columbus Board of Education should strongly support and promote the use of volunteers in the schools.</td>
<td>Accepted</td>
<td>F. White</td>
<td>Adopted by the Board on 6/6/72: The Columbus Board of Education should strongly support and promote the use of volunteers in the schools.</td>
</tr>
<tr>
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<tr>
<td>172</td>
<td>SUPPORTIVE SERVICES--Volunteers Make use of student, public and para-professional volunteer aides.</td>
<td>Accepted</td>
<td>F. White</td>
<td>Adopted by the Board on 6/6/72: Make use of student, public and para-professional volunteer aides.</td>
</tr>
<tr>
<td>181</td>
<td>COMMUNICATIONS Media Relations Develop and disseminate information about the EMR program through available public media.</td>
<td>Accepted</td>
<td>Coldren/Ashley, Heil</td>
<td>Columbus media have an exemplary record in this regard. Effort will be made to continue and improve upon this record.</td>
</tr>
<tr>
<td>509</td>
<td>It is urged that all areas--newspapers, radio and television--emphasize the good aspects of schools and schooling, realizing that, for the most part, the smallest per cent of students are responsible for &quot;disturbances&quot; and that the majority of students are not involved.</td>
<td>Accepted</td>
<td>Coldren/Ashley</td>
<td></td>
</tr>
<tr>
<td>595</td>
<td>It is recommended that Board of Education meetings be televised in the evening.</td>
<td>Pending</td>
<td>Board/Kirkpatrick</td>
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<tr>
<td>147</td>
<td>Improve communications between experienced EMR teachers and Special Education professors at the college level.</td>
<td>Accepted</td>
<td>Heil</td>
<td>School personnel will cooperate with university personnel in an effort to achieve this recommendation.</td>
</tr>
<tr>
<td>233</td>
<td>Parents should be told the level at which the child is functioning academically, or consideration should be given to a &quot;pass&quot; system.</td>
<td>Pending</td>
<td>Heil</td>
<td>This recommendation pertains to pupils enrolled in special education.</td>
</tr>
<tr>
<td>505</td>
<td>That there be more released time, on school time, made available for teacher visitations within the school attendance area and that a qualified person/teacher be available to handle the teacher's classes.</td>
<td>Pending</td>
<td>Kirkpatrick/ Dumaree/ Huber/ Wade</td>
<td>We do not have funds to broaden the existing program of home visitations.</td>
</tr>
<tr>
<td>555</td>
<td>It is recommended that daily announcements be made over the school public address system at a designated time of the day, i.e., first period. It is further recommended that these</td>
<td>Accepted</td>
<td>Dumaree</td>
<td></td>
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<td></td>
<td><strong>COMMUNICATIONS</strong></td>
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<td></td>
<td><strong>Student-Staff-Parent-Community Relations</strong></td>
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<td>Cont. #555 announcements be printed in a bulletin, distributed, and posted in each room in the building.</td>
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<td><strong>Publications</strong></td>
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<tr>
<td>177</td>
<td>Distribute to parents a handbook describing what the EMR program is, why their child is in the program, what benefits their child will receive by being in the program, what kind of parent-teacher relations are needed to benefit the child, what the parents should do to reinforce what the child is learning in school, and what resources and services are available and where.</td>
<td>Accepted</td>
<td>Heil/Coldren</td>
<td></td>
</tr>
<tr>
<td>534</td>
<td>To inform students of necessary information and information of interest, it is recommended that an annual student handbook, with appropriate student input concerning school philosophy, rules, customs, and procedures, be published &amp; distributed to each student</td>
<td>Accepted</td>
<td>Dumaree</td>
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Such a publication was distributed to parents early in the 1972-73 school year.
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<tr>
<td>542</td>
<td><strong>COMMUNICATIONS—Publications</strong>&lt;br&gt;It is recommended that all communications between the central office and the schools follow a format and procedures that are thoroughly understood by all parties at all levels.</td>
<td>Pending</td>
<td>Chidester</td>
<td></td>
</tr>
<tr>
<td>582</td>
<td><strong>Interaction Techniques and Activities</strong>&lt;br&gt;It is recommended that the school staff provide input to students through the PTA, Student Council, Survey Committee organizations.</td>
<td>Rejected</td>
<td>Dumaree/Davis</td>
<td>&quot;Staff input to students&quot; is best provided through the daily contacts that teachers and pupils have.</td>
</tr>
<tr>
<td>439</td>
<td><strong>STAFF DEVELOPMENT AND HUMAN RELATIONS</strong>&lt;br&gt;Staffing&lt;br&gt;Human relations staff increased to come up to standards set by school systems of same population size. Trained personnel to hold in-service seminars for personnel of Columbus Public School System.</td>
<td>Accepted</td>
<td>Staats/Wright</td>
<td>Assessment of programs and staffs of other school systems is in progress. Trained personnel in Columbus schools hold inservice seminars for our personnel.</td>
</tr>
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<td>37</td>
<td>Staff Development and Human Relations Guidelines</td>
<td>Accepted</td>
<td>Staats</td>
<td>See Board minutes of 7/18/72.</td>
</tr>
<tr>
<td>56</td>
<td>Replace the word &quot;Encourage&quot; with &quot;Required&quot; for in-service programs offered by the system for all teachers with less than three years.</td>
<td>Pending</td>
<td>Staats</td>
<td>This is under consideration by the Action Team.</td>
</tr>
<tr>
<td>10</td>
<td>Specific Programs</td>
<td>Accepted</td>
<td>Staats</td>
<td>Extensive training has been instituted at the building level. Programs have specific behavioral objectives.</td>
</tr>
<tr>
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<tr>
<td>47</td>
<td><strong>Specific Programs</strong>&lt;br&gt;A program of in-service training should be offered to volunteers as well as to professional staff to familiarize them with the life styles of poverty families and the needs of poverty students.</td>
<td>Accepted</td>
<td>Staats/F. White</td>
<td>See Board minutes of 7/18/72.</td>
</tr>
<tr>
<td>456</td>
<td>Organize a program of adult education in the area of human relations.</td>
<td>Pending</td>
<td>Staats/Wright/Thatcher</td>
<td>The Action Team is considering this program in relation to the on-going programs.</td>
</tr>
<tr>
<td>100</td>
<td><strong>General Recommendations</strong>&lt;br&gt;Have teachers try to foster a positive self-image.</td>
<td>Accepted</td>
<td>Staats/Wade/Davis</td>
<td>See Board minutes of 7/18/72.</td>
</tr>
<tr>
<td>429</td>
<td>The Columbus Board of Education instruct the administration to encourage higher education institutions to increase their teacher training efforts in the areas of urban education problems and the understanding and instruction of culturally diverse groups.</td>
<td>Accepted</td>
<td>Board/Staats/Wright</td>
<td>See Board minutes of 7/18/72.</td>
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</table>
BIBLIOGRAPHY
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Carlson, Richard O. Executive Succession and Organizational Change. Chicago: Mid-West Administration Center, University of California, 1962.

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Ohio State Advisory Commission on Problems Facing the Columbus Public Schools. "A Report to the Columbus Board of Education." Columbus, Ohio: The Ohio State University, June 15, 1968.


