

ATTITUDES AND UNDERSTANDING OF
CITIZEN PARTICIPANTS AND COMMUNITY
INFLUENTIALS ABOUT THE
MODEL CITIES PROGRAM
LANSING, MICHIGAN

Thesis for the Degree of M. A.
MICHIGAN STATE UNIVERSITY
SANDRA ARLYN WASHINGTON
1972

3 1293 10221 3919

BINDING BY
HOAG & SONS
BOOK BINDERY INC.
LIBRARY BINDERS
SPRINGPORT, MICHIGAN

ABSTRACT

ATTITUDES AND UNDERSTANDING OF CITIZEN PARTICIPANTS AND COMMUNITY INFLUENTIALS ABOUT THE MODEL CITIES PROGRAM LANSING, MICHIGAN

By

Sandra Arlyn Washington

This thesis has sought to determine whether effective channels of communication exist in the Lansing Model Cities Program. A survey conducted by students in 1969 about the attitudes and understanding of citizens about the Model Cities Program indicated that communication within the program and between the program and community was fundamental to the successful operation of the program. All findings of this survey were reported to the Director of the Model Cities Program.

Utilizing the above statement as a basis the author attempted to study whether changes had occurred that would enable the effective flow of communication to the intended audience.

Persons elected and appointed to the Model Cities Policy Board and Task Forces were selected as the sample population because it was believed that they would best be able to provide facts about their understanding and opinions

of the Program, if in fact communication to the people had been improved. Individuals from the community-at-large were also part of the sample population. One of the aims of the Program is to involve persons from the total community into the planning of the activities and projects. Therefore, it appeared necessary to determine if the Program had been presented in such a way that the community as a whole understood the objectives and would offer their assistance in helping to plan the Program.

Two parallel questionnaires similar to the ones used in the 1969 survey were developed: one for Policy Board and Task Force members and the other for individuals from the community-at-large.

After two years of operation, inadequate communication of the facts about the Program still exists, and attitudes that were evident during the initial survey have endured.

ATTITUDES AND UNDERSTANDING OF CITIZEN PARTICIPANTS
AND COMMUNITY INFLUENTIALS ABOUT
THE MODEL CITIES PROGRAM
LANSING, MICHIGAN

By
Sandra Arlyn Washington

A THESIS

Submitted to
Michigan State University
in partial fulfillment of the requirements
for the degree of

MASTER OF ARTS

College of Social Science

1972

ACKNOWLEDGEMENTS

I extend my sincere appreciation to Dr. Christopher Sower and Mr. Sanford Farness for their guidance and review of the development of this study.

The encouragement of my parents has been strengthening throughout my formal educational experience, especially as I embarked upon the Master's Program. John Hearn's' understanding was most timely as I pursued completion of the thesis.

Under the protection of the Heavenly Father I was able to maintain good health and mobilize my energies, for which I am appreciative.

I am thankful for the assistance from Mrs. Jacqueline Warr, Director of the Lansing City Demonstration Agency and Staff; Mr. Richard Letts, Director of the Lansing Human Relations Commission and Staff; Messrs. John Duley and Harold Johnson, instructors; Miss Judy Knight and Mr. Jack Dmochowski, students, all of Justin Morrill College at Michigan State University.

I am also grateful for the cooperation I received from the Policy Board and Task Force members of the Model Cities Program, and citizens-at-large.

The advice from my friends could not have been more genuine.

S.A.W.

TABLE OF CONTENTS

CHAPTER	Page
I. INTRODUCTION	1
1.1 Impetus for the Model Cities Program. . .	1
1.2 Interest in the Study	4
1.3 Objectives.	4
1.4 Value of the Study.	5
1.5 Procedures.	5
1.6 Elements Constituting A Good Model Cities Program	6
II. REVIEW OF LITERATURE	8
Preface to Concepts of Communication	8
2.1 Visualizing Communication	8
2.2 Barriers to Communication	13
2.3 Four Aspects of Communication: Informa- tion, Influence, Impact and Empathy . . .	14
Preface to Concepts of Citizen Participation .	21
2.4 The Values of Citizen Participation . . .	22
2.5 Degrees of Citizen Participation.	24
2.6 Relationship of Citizen Groups to Public and Private Sectors	28
III. METHODOLOGY.	33
3.1 Type of Sampling and Characteristics of Population.	33
3.2 Description of Instrument	36
3.3 Number of Responses	43
3.4 Differences Between Surveys	44
3.5 Results of Survey Conducted by Students at Justin Morrill College of Michigan State University.	45

TABLE OF CONTENTS--Continued

CHAPTER	Page
IV. RESULTS FROM QUESTIONNAIRES.	47
4.1 Analysis and Discussion	47
4.2 Comparison of Surveys	47
V. SUMMARY AND RECOMMENDATIONS.	65
BIBLIOGRAPHY.	69
APPENDIX A.	73
APPENDIX B.	74

LIST OF TABLES

TABLE	Page
1. Responses to Question (What is the Model Cities Program?)	48
2. Responses to Question (Do you feel that wide-spread citizen participation is a reality?) . . .	50
3. Responses to Question (You are probably aware of problems facing the City of Lansing. Will the Model Cities Program tend to aid or hinder the solution of these?)	51
4. Responses to Question (What kind of influence should residents living outside the Model Cities Neighborhood have in the Program?)	52
5. Responses to Question (Can the Model Cities Program succeed? Where do you see difficulty?) . .	53
6. Responses to Question (How do you feel that the resources of business and industry can be utilized in helping the Model Cities Program?) . . .	54
7. Responses to Question (Which of the nine problem areas do you feel is most important?)	55
8. Responses to Question (To what problems do you feel Lansing needs to give the most attention?) .	56
9. Responses to Question (What is your role in the Model Cities Program? How are you helping yourself, how are you helping the people you represent?)	57
10. Responses to Question (What changes in the basic structure and operation of the Model Cities Program would you like to be made?)	58
11. Responses to Question (Do you have influence in the decision-making process in the Program?) . .	59

LIST OF TABLES--Continued

TABLE	Page
12. Responses to Question (What kind of assistance do you think your organization will be able to give the Model Cities Program?)	60
13. Responses to Question (To what degree do you feel Model Cities residents should participate in the decision-making process of the Program?) .	61
14. Responses to Question (Do you think the Model Cities Program is worth the time and effort you have given to it?)	62

CHAPTER I

INTRODUCTION

1.1 Impetus for the Model Cities Program

In recent years, the federal government has taken steps to support cities in their efforts to provide more and better services. Nevertheless, these efforts have not produced the results that were anticipated in the neighborhoods--the central part of the older and larger cities--where conditions were the worst. One reason is that federal grants for subsidized mortgages, highway construction, hospital construction, aid to schools, and other uses have been spent in the suburban fringes, where most of the economic growth has been taking place. The central cities have not had a large share of federal expenditures and tax subsidies. Also, the use of federal monies requires adherence to so many rules and regulations that frustration often results, and cities find they can get money that can only be spent for things which are relatively low on their priority list. Rules and regulations not only specify what money can be used for, but how a program will be organized and managed. This stifles the ability of cities to create organizational structures typical of their style and

capacities. It was these problems, among others that initiated the Model Cities concept.

In the fall of 1966 Congress enacted legislation, Title I of the Demonstration Cities and Metropolitan Development Act, to launch the Model Cities Program. The Program under the auspices of the United States Department of Housing and Urban Development is intended to increase the potentiality of cities to attack their social, economic and physical problems; to coordinate the activities of public and private agencies on the local, state and federal levels; and, to develop plans and projects that emanate from the ideas of the citizens residing in the Model Cities Area.

The purposes of this comprehensive program are:

- 1) to rebuild or revitalize large slum and blighted areas;
- 2) to expand housing;
- 3) to expand job and income opportunities;
- 4) to reduce dependency on welfare payments;
- 5) to improve educational facilities and programs;
- 6) to combat disease and ill health;
- 7) to enhance recreational and cultural opportunities;
- 8) to reduce the incidence of crime and delinquency;
- 9) to establish better access between homes and jobs;
- and 10) in general, to improve living conditions for the people who live in these areas.¹

¹United States Department of Housing and Urban Development, Improving the Quality of Urban Life, December, 1967 (Washington, D. C.: Government Printing Office, 1968), p. 3.

Selected cities are given grants which can be used for more purposes than other grants had afforded. The local office, City Demonstration Agency, in consultation with the citizens of the Model Cities Area and the local government develop the comprehensive plan for dealing with some of the problems over a five year period. The citizens set their own priorities without regard to the many restraints that usually accompany federal grants, and the City Demonstration Agency is encouraged to attempt innovative activities that could not be done under the existing grant-in-aid programs.

The comprehensive plan, called the action plan, consists of an analysis of the Model Cities Area problems, their causes and the interrelationship of the causes; definition of long-range goals; and, specific program proposals that will reduce or eliminate the problems and the costs of the proposals. When the action plan is approved by the citizens, City Demonstration Agency and local government, the Model Cities Administration of the United States Department of Housing and Urban Development reviews the plan. If approved, the City Demonstration Agency receives funds and technical support with which to establish the Model Cities Program.

It is conceived by the Model Cities Administration that such a comprehensive program should substantially improve the quality of life for persons living in the Model Cities Area. It is also anticipated that with such dynamic potential in the Program, local chief executives will give

more attention to the problems of the poorest neighborhoods; will organize the local governing structure with more effective planning and administration; and, will eliminate obsolete programs. Lastly, it is anticipated that the Model Cities Program will strengthen the position of the local chief executive in coordinating state, local and federal activities.

1.2 Interest in the Study

I have had the opportunity of working with the Model Cities Programs in two Michigan cities, and I realize the Program has great potential. Reactions by citizens participating in the Program and by citizens viewing the Program from the "outside" are of concern to me.

My survey is similar to the one conducted by students of Justin Morrill College at Michigan State University during the Spring of 1969.¹ I feel that review of the reactions to determine if changes have occurred will be of benefit to the Lansing City Demonstration Agency, and will verify or refute certain assumptions I hold about the Lansing Model Cities Program.

1.3 Objectives

1. To determine the existence of effective channels of communication.

¹Harold S. Johnson and John S. Duley, Instructors. "Program in Urban Development," Justin Morrill College, Spring 1969.

2. To enlarge and update the survey of understanding and attitudes of citizen participants and community leaders about the Model Cities Program conducted in the Spring of 1969.
3. To compare the findings of the Spring survey with the current survey.

1.4 Value of the Study

Information derived from this study will provide the Model Cities Staff, Policy Board and Task Force members with an indication of how the residents and community influentials view the Program. The study will indicate where changes are necessary and will also provide recommendations for change.

1.5 Procedures

In order to determine attitudes and understanding of citizens, it was necessary to conduct a survey similar to the one executed by the students at Justin Morrill College of Michigan State University in the Spring of 1969. Policy Board and Task Forces members were selected as the test case because they are the individuals who are to represent the views, needs and desires of the Model Cities residents. It was anticipated that the representatives would have insight into the attitudes expressed by the Model Neighborhood residents, as well as their own about the Program. By conducting the survey, respondents would indicate whether

there had been any remarkable change in outlook about the Program since 1969.

Also, persons selected as influentials from the Lansing community-at-large were surveyed. It was felt that responses from this group would indicate how well the Model Cities Program had been received by the entire Lansing community.

The questionnaires were passed out at the regular meetings for the Policy Board and Task forces, except in the case of the Economic Task Force due to the fact that it did not hold its regular meeting in June, 1970. Questionnaires were mailed to the members of the Economic Task Force. Questionnaires were also mailed to the Community Influentials.

As soon as the questionnaires were received and background reading completed, development of this text was begun.

1.6 Elements Constituting A Good Model Cities Program

Inasmuch as the Model Cities Program is a "people's program," it appears as if a good program would possess the following:

- a. almost total support of residents; support from the local governing body as well as from agencies in the area. In this way, Model Cities would have influence in accomplishing its aims;
- b. understanding of activities, procedures, etc., by residents;
- c. knowledge on the part of the elected representatives (Policy Board and Task Forces) of their responsibilities in their respective roles;

- d. knowledge of how to critically analyze activities, proposals, and projects;
- e. knowledge on the part of the elected representatives to negotiate with the local power structure, and public and private agencies;
- f. concentration of efforts on specific issues or priorities;
- g. consultation with existing advisory committees who have had experience in negotiating with the groups mentioned in (e);
- h. encouragement of true youth involvement;
- i. establishment of committees that will keep abreast with issues (quality education, parks and recreation, for examples) and make their views known after the Model Cities Program has expired; and
- j. operation of activities in such a way that expected benefits are passed on to the residents.

CHAPTER II

REVIEW OF LITERATURE

Preface to Concepts of Communication

It is difficult to visualize anything taking place without some form of communication. The Model Cities Program is dependent upon communication because of the need to inform the residents of the Model Cities Area what the Program is established to do. Also, the general public must be informed of the aims of the Program.

Lansing Model Cities officials and representatives realize that transmittal of information has not reached a substantial number of the residents. In some instances it appears as if there is a breakdown in communication for some residents do not know what Model Cities can do or have confused Model Cities with urban renewal or an existing state highway project.

2.1 Visualizing Communication

Society exists in and through communication. Communication is the art of transmitting information, ideas and attitudes from one person to another.¹ Transmittal can be

¹Edwin Emery, Introduction to Mass Communication (New York: Dodd, Mead and Company, 1970), p. 4.

verbal or non-verbal (gestures or symbols). The words selected in speaking or writing convey the message to be transmitted, the tone of one's voice indicates feelings ranging from tenderness to surliness, and a smile or the wave of a hand can communicate friendliness. Meaning of the communication is understood when the words or gestures are effectively selected. From the recipient's point of view, the communication must be understandable, consistent with the purpose of the source from which the message originated, compatible with his personal interests and capable of being executed.²

Communication is a process and is the medium of social interaction. There are four aspects of the process: the communicator, the message, the channel and the audience. An experienced communicator understands his role and the message he wants to communicate. The communicator understands the channel paths along which information flows from one person or group to another, and the diversified interests and understanding levels of the people who constitute the audience. Channels of communication can be, but not limited to, the television, radio, newspaper, exhibits, books, neighborhood meetings, pamphlets, mail circulars or films.

²Amitai Etzioni, Comparative Analysis of Complex Organizations (New York: The Free Press of Glencoe, Inc., 1961), pp. 92-93.

An organization is modified by the location and control of communication channels. The sections or divisions of an organization are influenced as much by withholding information as by injecting it into communication channels. The power to exert influence is directly proportioned to one's access to communication channels and information.³

Organizational theory comprises two different views of systems of bureaucratic authority. Max Weber is an avid proponent of one which is a power structure operating in a quasi-judicial fashion. Such a structure is run by trained experts, rational values justify it, the principle of hierarchy suggests a positive relation between the rank of a unit and its power defines the shape of that structure. In the other system, developed mainly by Chester Bernard, communication processes are the main elements. These processes function to inform decision makers of relevant matters of fact and to inform those who execute the decision of their responsibilities. Neither legitimacy nor hierarchy play a focal role in this system. Both are present and individual self interests instead of shared moral commitments provide the main motivation.

Organizational communication systems consist of two quite different networks, characterized by the substance of the communication transmitted. One network conveys instrumental communications, the other transmits expressive

³Ibid., p. 378.

communications. Instrumental communication distributes information and knowledge, and affects cognitive orientations. Blueprints, technical textbooks and directives of experts are typical examples. Expressive communication alters or strengthens attitudes, norms and values. Examples are preaching, praising and expressions of acceptance.

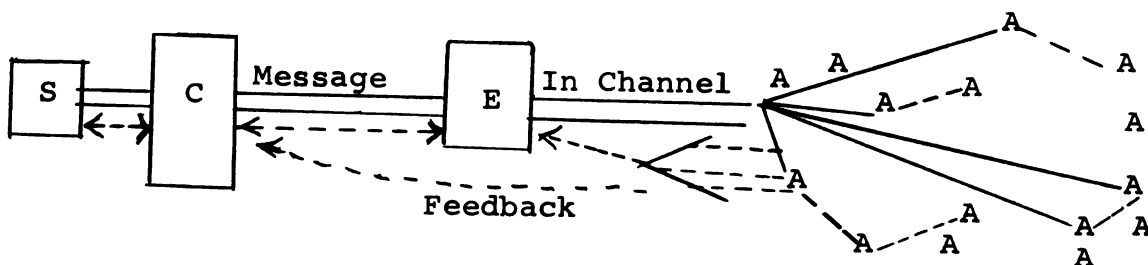
Direction of the flow of communication is the other characteristic of networks. Communication flows vertically or horizontally. Vertical communication can flow upward or downward. Vertical expressive communication is limited because participants of the organization tend to develop horizontal expressive communication networks. The extent of horizontal expressive communication depends on the existence of peer relationships with the organizations and the degree to which participants are members of the same outside interest groups. These external connections act as channels of horizontal communication and enhance communication within the organization by providing a shared frame of reference.

Utilitarian organizations stress vertical instrumental communication as a condition of effective production. An utilitarian organization is the most rational of the three types of organizations. The other organizations are normative and coercive. In normative organizations, stress is placed upon downward expressive communication, whereas in the coercive type emphasis is placed upon expressive horizontal communication.

Coordination, planning and centralized decision making are important to an utilitarian organization and upward instrumental communication, especially of information, is needed as much as downward instrumental communication. If the "center" does not obtain performance reports, or if these are delayed or distorted, the effective operation of the organization is impaired.⁴ "Red tape" exists mainly in utilitarian organizations and indicates extensive instrumental communication.

The effectiveness of an organization is determined by the direction of flow and the amount of each kind (instrumental or expressive) carried by the various networks. When the networks of communication have been established effectively and given factual information inputs, individuals of the organization are expected to move toward their goals.

Illustration of mass communication for a given message is as follows:



Source (S) has his message reported by communicator (C) in channel controlled by editor (E); some audience members (A)

⁴Ibid., p. 138.

receive the message directly, others indirectly, but some are inattentive; feedback interactions may occur along the communication route.⁵

2.2 Barriers to Communication

Variables which contribute to blocking the flow of communications are: channel noise, semantic noise and stored experience. Channel noise can be described as anything which interferes with the fidelity of the physical transmission of the message (such as static on radio or type too small to be read easily); but broadly speaking, channel noise may be conceived of as including all distractions between source and audience.⁶

Another type of interference is semantic noise which occurs when a message is misunderstood even though it is received exactly as it was transmitted.⁷ The communicator might use words too complicated for the audience to comprehend or the words used might have one meaning for the communicator and another for the audience.

The receiver interprets a message in accordance to what is relevant to his way of life. Each person has a stored experience, consisting in part of his individual, ego-related beliefs and values and in part of the beliefs and values of

⁵Ibid., p. 9.

⁶Emery, Introduction to Mass Communication, p. 7.

⁷Ibid., p. 7.

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

25

26

27

28

29

30

31

32

33

the groups to which he belongs. A message which challenges these beliefs and values may be rejected, distorted, or misinterpreted.⁸

Another barrier presents itself when the communicator evaluates a message, that is, judges a statement from his own viewpoint. This tendency to evaluate erects a blockage to the gateway for listening with understanding for the audience.

2.3 Four Aspects of Communication: Information, Influence, Impact and Empathy

Discussions of information must be considered in the context of who is doing the communicating. The amount of information must be viewed as a relationship between what is said as compared to what could be said. Also, who is on the receiving end of communications is important for the redundancy of what is already known is worthless as information. Communication can be thought of as a flow in the direction of high information or knowledge, to low information or ignorance.

Influence must be viewed as an aim of communication. The concept and function of influence guide a person's actions. The public relations man is aware when influence can be used, for what purposes and how different publics will react to it. The mass media has been viewed as

⁸Ibid., p. 8.

influences working among other influences in the universe.

Impact concerns itself with what communication or the lack of it accomplishes. A basic premise of public relations suggests that communication satisfies a purpose while the lack of communication satisfies no purpose.

Empathy is the ability of one person to identify with the thoughts, feelings, and attitudes of another person. In communication, there must be a link between the mind of the sender and the receiver.

According to Anatol Rapoport in Information Influence and Communication, "quantity of information" is vastly important to the theory of communication. As stated earlier, amount of information is related to what could be said; not what is said. This relation links the amount of information in a message with the amount of preconceived knowledge about its content (recall the intuitive relation between the amount of information and how much we already know or can guess).⁹

If one answers only yes or no, then all that is ever expected is yes or no, so that the audience has 50 per cent knowledge of prospective statements. Therefore, a great amount of information can not be given if one is two-valued rather than multi-valued. If you selected your messages from ten possible ones, all equally likely, then one could

⁹Otto Lerbingen and Albert J. Sullivan, Information Influence and Communication (New York: Basic Books, Inc., 1965), p. 227.

hope to guess what you are going to say only once in ten times, instead of every other time, and your information giving capacity would be considerably increased.¹⁰

Images are cogitations of reality. They are information carriers that place the messages in the judgment center of the mind. The messages concern some aspect of reality outside the mind, and the judgment center decides whether the information is a true likeness of the outside reality. The notable point is that images reproduce reality in the mind.

There are other kinds of images, as well as mental ones; any representation of a reality not physically present is an "image". Much of the information presented to the human senses comes through these external images. Their nature as images lies in the quality of indirectness; and public relations obviously deals as a large part of its function with these indirect representations of reality.¹¹

There are qualities of images which effects the validity of information: partial, colored and inaccurate.

Any message about a program or activity only purports a fraction of the message, which indicates what the program or activity can do. The pitfalls of partialness include compression, inference, emphasis and segmentation. In compression, the communicator tries to condense into a few words

¹⁰Ibid.

¹¹Ibid., p. 241.

the meaning that holds true for all that was omitted. As may be imagined, inference denotes establishing conclusions whether there is information to support the conclusions or not. Because the whole image can not be presented, fragments must be selected. The question then becomes what parts, the successes, the good parts, or the mistakes, should be selected.

Each fragmented message is separated in time from the one that precedes it and the one that follows it; these segmented scraps add up, by accumulation, into what is hoped might become adequate information about the institution.¹²

In the context of external images, colored refers to the fact that the meaning of the image is altered by contiguous messages because any given message is surrounded by competing messages.

An image can be inaccurate simply by losing its intent through the communication process of encoding, sending message through a media(s) and finally decoding.

It can thus be seen that information must be presented in such a way that it leaves no opportunity for suspicion about its validity.

There are various ways of gaining control over people. Economic power, political power and dictatorial power are examples. Influence provides still another means of gaining

¹²Ibid., p. 243.

control. Influence is the process of affecting a person or a group in some manner without offering money or some other object of value and without applying any apparent power.¹³

Attempts to influence others are made daily by revealing certain statistical information, by indicating the pros and cons on a particular issue or item; by making promises of intended tasks, and by making one feel indispensable. The ways of influencing are numerous. Some type of communication is involved in the act of influencing.

One responsibility of the public relations worker is to influence his audience. The public relations worker disseminates information about the functions and activities of an organization; programs the means by which an organization should be able to impress the audience; and, advises public officials how to impress certain groups of people.

Influence can be thought of as simplifying social transactions; as convincing individuals toward some action or inaction; and as establishing the values of products, men, and institutions.

To influence individuals, messages must be significant and relevant to the attitudes and values of the individuals. In other words, the messages must be received and accepted so the individual identifies with the message. Presenting both views or sides concerning an issue or product is of utmost importance when it is known that the audience may

¹³Ibid., p. 255.

disagree or learn the otherside from another source.

Messages are likely to be influential if the source of information is perceived as trustworthy or an expert.

Emotional or factual messages can persuade an audience depending upon the needs and desires of the audience. Even censorship represents influence, for an audience can be persuaded by what they do not know as much as what they do know.

The effects of influence should not be undermined in as much as it does provide the environment in which an organization, product, or men can prosper or perish.

In evaluating the impact of communication, thought must be given to the function of communication as a carrier of the social process. Communication enables individuals to interact. Noncommunication is the antithesis of communication. Without communication, men could not pursue cooperative ventures; increase knowledge about the many elements of the universe; maintain contact with other individuals; understand and perform the functions of their roles; or, predict patterns of behavior.

The impact of mass communication was initiated about the year 1450 in Mainz, Germany with the use of the wine press, cast metal type, and paper and ink. Man's desire to develop more efficient modes of communication led to the discovery of the telegraph and cable, the camera and photoengraving, the telephone, the phonograph, movie camera and projector, radio and television, and computers.

Mass media provide tremendous power to inform. They have replaced the circumscribed world of the town meeting, have made educational experience almost universal, have provided new techniques of preserving and transmitting culture, and . . . are a unique source of entertainment.¹⁴

Consequently, information flows in one direction and face-to-face communication is almost lost. In spite of the scope of mass media, interpersonal communication still tends to play an ultimate and powerful role in influencing opinion and behavior.¹⁵ The impact of communication is reinforced by one's affiliation with peer group, family, school and church. Mass media prompts drives which already exist and reflect the views and attitudes of the audience.

The relationship existing between society and the media is one in which both reflect and influence each other and the aspect of impact is one of dependency on some method of communication.

Ability to empathize is best developed when one listens to what has been said. Words have meaning when they can be associated with the speakers, and when the people involved in the communicative process are conscious of attaching emotional as well as logical qualities to the words.

It may be necessary for the communicator to present a message in such a way that the listener actually imagines that she or he is the person being portrayed in the message.

¹⁴Charles Steinberg, The Communicative Arts (New York: Hastings House, Publishers, 1970), p. 261.

¹⁵Ibid., p. 264.

In order for the communicator to know what the thinking of the listener is, he must listen to pronouncements of what the views, attitudes and needs are of the listener. Therefore, listening is an essential tool. Listening is just as important as sending a message, for the effectiveness of the words depend on how the message is heard.

Preface to Concepts of Citizen Participation

In recent years, citizens have expressed a growing desire to be involved in planning and implementing programs that affected their lives and communities. It was quite evident to federal officials that citizen support of programs was necessary, and one of the most important features of urban renewal, model cities and antipoverty programs, is citizen participation. However, the fact that citizen participation is a novelty and the role of citizen participation in decision-making has not been concretely established, this form of involvement leaves much to be desired.

Agencies directing projects requiring citizen participation should design (along with the citizens) a component unique to the needs of that particular community, and the main factor must be for citizens to have maximum influence in the decision-making.

A federal program such as Model Cities has begun at a time when Lansing citizens are suspicious and apathetic about the validity of the Program. These factors combined with the

realization that in nearly three years the only outputs of the Program seem to be in the form of written documents, which adds to their skepticism.

Projects under the sponsorship of Model Cities have been implemented but benefits have not been substantial enough to make a remarkable impact on the quality of life of persons residing in the Model Cities Area. Consequently, widespread citizen participation has not materialized.

2.4 The Values of Citizen Participation

Planning to combat the urban crisis of citizens can not be done unless the power to be heard, to challenge and most of all, the power to decide is given to the individuals, to the neighborhoods, to the communities where the plan is to be implemented. With the emergence of citizen groups in the 1960's for the Community Action Programs, Urban Renewal Activities, Community Renewal Programs, Model Cities Programs, Special Task Forces and others, it appears that enormous strides were being made and that changes for the better were being achieved. However, the belief that you can not fight City Hall is still widespread. Blacks, Chicanos and Indians feel outside the system; bureaucratic procedures of the government are still tremendous; and, national priorities have not been reordered markedly.

Nevertheless, some planners and citizens are intent on having citizen participation become a natural part of local government structures. For them, the assets of citizen

participation can be classified as:

- a. a mode of organizing unutilized skills and talents;
- b. a store house of knowledge; and
- c. a confirmation of democracy and end of alienation.

In regards to the first asset--democracy can not survive without concurrence and active support of its citizens. The scope and implications of poverty are such that anything short of full utilization of human resources will be futile. The government must work with the citizens in order to maintain their interest in programs. More importantly, the government must be relevant to the citizens so that they can identify with the aims of the programs.

Secondly, only those persons who live in blighted housing, attend schools with obsolete equipment, or maintain a household off public assistance can inform the government what their plight is. Furthermore, it is this same person who can tell of the limitations and deficiencies in the welfare programs, in relocation benefits and other subsidies.

Most comprehensive plans are formulated by professionals and taken for granted by the political, educational, economic and social institutions. These plans depict the thinking and support of empiricists for a particular theory and do not reflect the thinking of the person who must live with the results of the plans. To deny critical examination and dissent by persons with a different outlook is to fail.

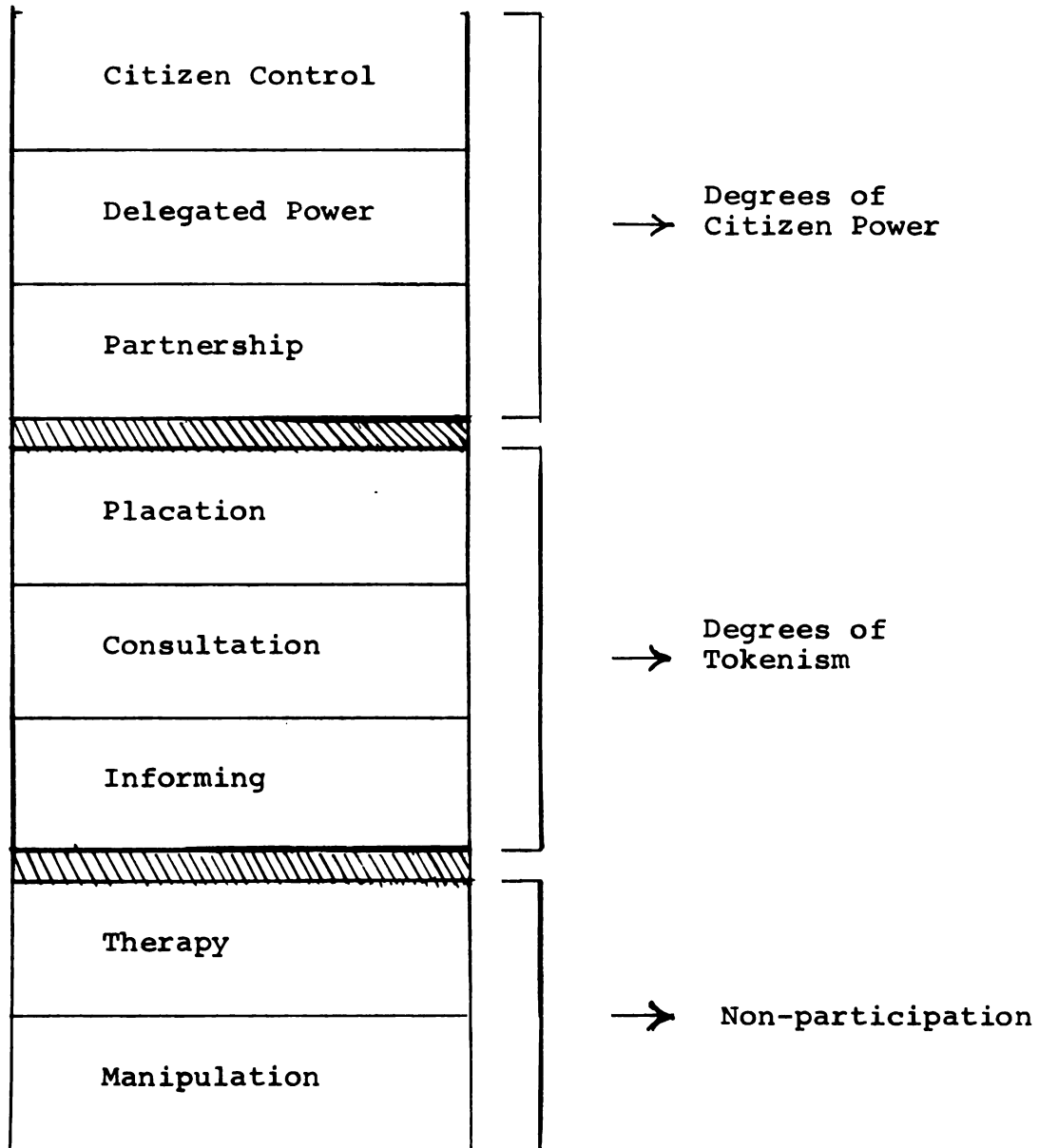
The third and last asset of citizen participation results from its own nature as an affirmative activity--the exercise of the very initiative, creativity and self-reliance that specific programs in education, job training, housing, urban renewal, health consumer education and others seek to instill. Participation is in fact the active expression of our faith in the dignity and worth of an individual. To deny 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 to deny the individual's own worth and to confirm his impotence and subservience.¹⁶

2.5 Degrees of Citizen Participation

There are notable degrees of citizen participation and the level at which citizens function determines the type of power vested in the citizens. The level determines what role the citizens have in causing change in the structure of the institutions, whether it is the school system, government, church or antipoverty programs.

¹⁶Edgar S. Cahn and Barry A. Passett, eds., Citizen Participation: Effecting Community Change (New York: Praeger Publishers, 1971), p. 31.

Eight Rungs on the Ladder of Citizen Participation
by
Sherry R. Arnstein¹⁷



¹⁷Cahn and Passett, *ibid.*, p. 70.

Manipulation.--This rung exemplified the type of citizen participation wherein members of advisory committees or boards simply rubber stamp proposals and/or other documents.

"Grassroot" involvement is required by federal guidelines, but in actuality it is the officials who persuade and advise the citizens, not the reverse. A typical example can be described as: a team of planners (physical, social and economic) describing at a meeting the possibility of having a multiservice center which would be the "umbrella" agency for doctors from the health department, workers from the welfare department and specialists from the employment commission. The concept appears to be good and so the citizens sign off this proposal which must be submitted to the Department of Health, Education and Welfare within the following two days.

Therapy.--At this level citizens can be seen engaging in group sessions conducted by social workers or psychiatrists whose intentions are to cure the citizens of their pathologies instead of changing the racism and victimization that created and perpetuates the pathologies.

In public housing programs, tenants meet with residence advisors who are content on having the residents adapt their attitudes and values to those of the larger society while pressing matters such as arbitrary evictions, inadequate utilities or broken fixtures are not handled.

Informing.--Acquainting citizens with their rights, responsibilities and alternatives can be advantageous to good citizen participation. Opportunity for citizens to

et

o

et

et

et

et

et

et

e

o

e

e

o

o

o

e

et

et

et

et

et

et

et

et

et

et

et

respond, question or negotiate. Informing must not be open to just officials expounding the facts, and information must be presented so that citizens have time to discuss and think about all the materials.

Consultation.--Which is similar to informing is beneficial only if citizens concerns and ideas are put into practice. Well-known means of inviting citizens' opinion are done through public hearings, attitudinal surveys and neighborhood meetings.

Placation.--At this level, participants begin to have some influence. An example of placation would be the selection and appointment of hand-picked persons to decision-making bodies, such as the Board of Education, Police Commission or Housing Commission. If the power elite constitute the majority of votes or if members do not relate to the needs of their constituency, the have-nots have no recourse.

In the Model Cities Programs, planning committees continuously advise and plan, but the decision of legitimacy and practicality is determined by the decision-making board.

The extent to which participants are propitiated depends on the quality of expertise in verbalizing their priorities, and the extent to which the community is adamant in demanding that action be taken toward their priorities.

Some consider many of the Model Cities Programs to be at the placation level, and the manner in which the guidelines were established, citizen power is stifled. All Model

Cities Grants must be channeled through the local governing body, thus giving the local executive final veto power over planning and programming.

Partnership.--At this level power has been redistributed between citizens and powerholders through agreement to share the planning and decision-making. Joint policy boards, planning task forces and special problem committees are created and once by-laws are established, one factor does not attempt to usurp the other.

This type of participation is most effective when citizen leaders are responsive to a power base in the community; when participants are paid (either in money or recognition) for the time and effort expended; and when participants can hire their own technical assistants.

Delegated Power.--At this level citizens have achieved dominant control and the program is definitely accountable to them. This power forces powerholders to do the negotiating.

Citizen Control.--At this level citizens have full power over the management of a program or institution. A neighborhood corporation that has no accountability between it and the source of funds is the most characteristic example.

2.6 Relationship of Citizen Groups to Public and Private Sectors

As connoted in Citizen Participation: Effecting Community Change, citizens have focused their attention on

public agencies designed to provide education, welfare, assistance, police protection, health care, housing, sanitation, recreation, manpower and economic development programs. If noticeable change is to be realized, energies must be directed to change the ordinances or laws, the administrative interpretation of the ordinances, the thinking of the administrators who enforce the ordinances, and the thinking of the community-at-large.

Legislation governs the functions, scope, financial resources and goals of most programs. Congress establishes the laws and to alter their aim requires a concerted national effort. The functioning of citizen groups is not concretely established to the point where coordination and cooperation on a nationwide basis is feasible at this point in the history of citizen participation. However, as the number of groups increases and the goals of the groups are clearly defined, concerted attacks to bring about change can be initiated.

Administrators find they have a great deal of latitude for interpreting the broadly written legislation. Therefore, eligibility requirements for certain types of assistance may vary from state to state. Interpretation of the laws are dependent upon the opinions and beliefs of the administrators; availability of resources; and, administrative capability of local agencies to provide services. Therefore, citizens must realistically evaluate the resources and capacities of administrators to perform certain functions before changing administrative ordinances.

Citizens must realize that many administrators feel threatened by any change and will attempt to oppose suggestions from citizens. Thus it is necessary to work with administrators in guiding them to see how their agencies can be more effective if changes are made. Administrators and citizens have to realize the results of effectiveness will not be overnight changes but a process that may take several years to recognize.

Negative attitudes toward public housing and other issues are evident when citizens of the community-at-large vote against construction of public housing. Stigma has been cast upon public housing and the persons who would rent the units. It is imperative that citizen groups aim attention to the segment of the population that stereotypes each family on welfare assistance or each family in need of public housing.

In the private sector, citizens will come in contact with local businessmen and health and welfare councils. Most businessmen really have no desire to become involved in economic development programs expounded by citizens. This results from the fact that the small businessmen have been very successful in communities predominantly inhabited by persons of low-income on welfare assistance. To have cooperative stores owned by the citizens of a particular neighborhood would be detrimental to the local grocer's business.

Initial contact can be made with the local chamber of commerce by having representatives of this organization as

rebel

come

and p

to wo

term

far

far

open

list

the

The

for

res

pro

gui

will

ing

by

to

di

ne

ac

9/

members of the citizen group. In this way the chamber of commerce will help to plan economic development programs, and possibly individual businesses will then see the need to work with the citizens.

Health and welfare councils are those agencies concerned with alleviating and eliminating problems that families are confronted with in areas such as: child care, family life, health care and religion. In the past, these agencies have been virtually autonomous, and citizens have little, if any, faith in their effectiveness.

Citizen groups will build and structure relationships that will foster confidence, responsibility and reform. The agencies and citizens do not trust one another, therefore it is imperative that agencies demonstrate trustworthiness by (but not be limited to) informing citizens of new proposals (before decisions are made); by adhering to guidelines, codes or ordinances; by developing plans that will benefit all segments of the population; and by appointing lay persons to various policy-making boards.

Integral to confidence is development of responsibility by the agencies to the segment of the population they are to represent. Plans to revitalize the central business district or to conduct a clean-up campaign may very well be needed, but if deteriorated housing is a major concern, action should be directed to eliminating the structural eyesore.

Through participation citizens will influence the thinking of administrators and sincere commitment and reform should result. The pattern of priorities should be reversed and activities intended to improve standards for quality, programs to meet these standards, and methods for evaluating performance, should be established.

CHAPTER III

METHODOLOGY

3.1 Type of Sampling and Characteristics of Population

Nonrandom sampling was employed in this research to obtain information. The purposive sample is a sample selected as representative of the population, such as a presumably typical city, town, school or family.¹

The Model Cities Policy Board, Social, Economic, Physical Task Forces and Lansing Community Influentials were selected for study purposes. Persons on the Policy Board and Task Forces were selected because they were elected by the citizens in the Model Neighborhood to represent their views and concerns.

Community Influentials were selected by utilizing a device put into practice by Professor William H. Form et al. of Michigan State University in a 1960 study of community influentials in Lansing. This selection process involved asking executive directors of public and private agencies, industry, labor and officiators of religion who in their

¹R. Clay Sprowls, Elementary Statistics for Students of Social Science and Business (New York: McGraw-Hill Book Company, Inc., 1955), p. 129.

opinion are the community influentials.² The names given most frequently were then chosen for the survey. Considerable overlap was found, i.e., persons influential in education or business were also identified with social services, etc. In most cases the classification was directly related to the individual's occupation.

Ten persons on the Policy Board are to be appointed by the Mayor to acquaint and represent the community at large about the Model Cities Program. At the time of this research, eight persons had been appointed, seven of which were participating. One individual is appointed by the Lansing City Council. Sixteen persons are elected by the Model Cities residents.

Composition of the Policy Board is as follows:

Elected:

Eugene Loyd	Area 1 (Appendix A)	Theodore Davenport	Area 6
Evelyn White	Area 2	Lee A. Canady	Area 7
Philip Coleman	Area 3	Louise Rhodes	Area 8
Lois Vanegas	Area 4	P. J. Merchant	Area 9
Gerritt Heuer	Area 5	William Smith	Area 10

Elected At-Large:

Charles Anderson	Jane Loyd
Elizabeth Dorty	Beverly Puffer
Keith Johnson	Rev. Charles Tolbert

Appointed:

Antonio Benavides	Pat Kelley
Cullen DeBose	Ann Kron
David L. Froh	Clarence Rosa
Rev. J. E. Graves	

²William H. Form, class notes, 1960.

There are approximately ninety persons on the three Task Forces. Elected members are chosen by residents at area meetings. Appointed members are asked by Model Cities if they would be willing to serve on the task force. In some instances, appointees represent various agencies or industries in the city.

The following is a composition of task force members:

Physical Elected

Ethel Burton
Gerald Bump
Ben Cash
Carlyle Cromwell
Margareta Dart
Howard DeWolf
John Driver
Billie Fase
Ester Flores
Dale Hitchcock
John Houston
Robert Kuehne

Blanche Lock
Thelma Osteen
Alfred Rivas, Sr.
James Roach
Bernice Shetterly
Elsie Smith
Jeanette Snyder
Dennis Stepanovich
Jewell Thomas
John Wade

Appointed

Robert Boatman
John Bunday
William Dickens
Jack Drew
William Lontz

Allen Maar
Phyllis Maner
Harold Mondol
Edward Remick
Shirley Slicker

Economic Elected

Doris Austin
Clara Beard
Pauline Bernal
Jesse Bustillos
Fulton Chinn
Vincent Czecha
William Hicks
Hattie Houston
Sue Lagios
Lois Leak

Sarah Magana
Edward Morris
Mattie Nelson
Warren Nelson
George Pruitt
Sherry Shaw
Hazel Siemon
Bacilio Tijerina, Jr.
Rev. Samuel Washington

Appointed

Robert Bright
Jan Danford
Fredrick Hanses
R. W. Hoelzle
Gilberto Ibarra

Hugo Lundberg
Tom O'Brien
Henry Reniger
Ray Steeb
William Wellman

Social Elected

Louwillie Baugus
Dorothy Bobier
Gertrude Brown
Myrtle Buckner
Gertrude Bump
Carmen Bustillos
Helen Davis
Alba Decker
Rev. Ferdinand Fritz
Rev. J. B. Green
Florence Hollingsworth
Karen Houghtaling

Loraine Kowatch
Bill Logan
Martha Morales
Barbara Roberts
Bernice Shetterly
Joyce Swan
Fredrith Taylor
Idessa Williams
Joy Wooten

Appointed

Charles Anson
Donovan Dosey
Marson Johnson
Bernard Kazyak
Sharon King
Gilberto Martinez

Bruce McComb
David Sanders
Thomas Scullion
Dr. Donald Weston
Robert J. Williams

Persons selected as community influentials were told their names would remain anonymous. The fields represented by the influentials are: education, religion, community services, government, real estate, labor and industry.

3.2 Description of Instrument

Two parallel questionnaires were utilized in order to solicit opinions, identify attitudes, priorities and relationships within and toward the program by the Model Cities representatives and community influentials. It was felt that

the questionnaires would be an objective indicator and would present particular aspects of the Program regarded as significant to the purpose of the study. It was presumed that the questionnaires would provide information about which the respondent had knowledge. Also, the questionnaire was used due to the fact that the researcher was unable to personally see all of the people from whom responses were desired.

The questionnaires were similar to the ones used by students of Justin Morrill College at Michigan State University, Spring 1969. Integral to the study conducted by the students was a survey of understanding and attitudes of community leaders and participants concerning the Lansing Model Cities Program.

Questionnaire for Model Cities Policy Board and Task Forces:

1. In the list below, please check 10 out of 15 responses to the following question: What is the Model Cities Program?

- a. a preventive to social unrest
- b. urban renewal
- c. five year demonstration program
- d. program to improve physical, social and economic problems
- e. an overnight cure for all the problems of the city
- f. an opportunity for development
- g. supported completely by Federal funds
- h. innovation in the community
- i. program for citizens to voice their opinions
- j. coordination of Federal, State and local public and private resources
- k. gives money directly to citizens to improve their conditions
- l. establishes foundation for continued progress after five years
- m. the local government (Mayor and City Council) is responsible for the Program

- n. uses supplemental money to finance experimental projects
- o. Department of Housing and Urban Development (HUD) with other agencies like the Department of Health, Education and Welfare, Department of Agriculture, Commerce Department and the Office of Equal Opportunity (OEO) administer the Program.

The purpose of this question was to find out if the representatives perceived the Program as written in "Questions and Answers" published by the Department of Housing and Urban Development.

- 2. Do you feel that widespread citizen participation is a reality? Why or why not?

Title I of The Demonstration Cities and Metropolitan Development Act of 1966 requires that a Model Cities Program provide for "widespread citizen participation in the program."³ Therefore it was necessary to determine if the representatives felt participation was a fact.

- 3. You are probably aware of problems facing the City of Lansing. Will the Model Cities Program tend to aid or hinder the solution of these? Please explain.

The Model Neighborhood should not be treated as an enclave, separate and apart from the rest of the city, county or other geographical area which contributed to or exerts influence upon the problems of the area.⁴ The intent was to determine how the representatives visualized Model Cities complying with the overall functioning of the City and County.

³U. S. Department of Housing and Urban Development, Improving the Quality of Urban Life, December, 1967 (Washington, D. C.: Government Printing Office, 1968), p. 20.

⁴Ibid., p. 6.

4. What kind of influence should residents living outside the Model Cities neighborhood have in the Program?

Some citizens residing outside the Model Neighborhood resent the fact that certain services and opportunities are offered only to Model Cities residents. The aim was to determine how the representatives felt.

5. Can the Model Cities Program succeed? Where do you see difficulty?

The purpose of this question was to obtain views as to whether their endeavors, coordination with various agencies, and implementation of projects indicated the success of the program. If obstacles were hindering success, what was foreseen as the difficulties, was the purpose of the second half of the question.

6. How do you feel that the resources of business and industry can be utilized in helping the Model Cities Program?

Many debates have occurred dealing with the responsibility of private industry aiding cities with their social, economic and physical problems, thus the aim of this question was to learn how industry and business of Lansing could be helpful.

7. Which of the nine problem areas do you feel is most important?

- | | |
|--------------------|---------------------------|
| a. Education | f. Environment and Design |
| b. Employment | g. Crime and Delinquency |
| c. Housing | h. Transportation |
| d. Health | i. Relocation |
| e. Social Services | |

A committee of task force members was selected to rank the areas of concern according to priority, and this question

ves

repre

con

time

of th

progr

rent

sugge

resou

1

sugge

how

to th

a

the

the

the

the

the

the

the

the

the

was intended to determine if there was consensus from representatives on the area of top priority chosen by the committee.

8. What is your role in the Model Cities Program?
How are you helping yourself by participating in the Program? How are you helping the people you represent?

The aim was to determine how the representative perceived his role and its affect upon his life and the lives of the constituents.

9. What changes in the basic structure and operation of the Model Cities Program would you like to be made?

Guidelines and recommendations for establishing the Program were made by officials of Housing and Urban Development. It was thought the representatives might want to suggest changes that would relate more to the needs and resources of Lansing.

10. Do you have influence in the decision-making process in the Program? Please explain.

As representatives voicing their opinions and making suggestions, the purpose of the question was to determine how they felt about their decision-making power.

Questionnaire for Community Influentials:

1. In the list below, please check 10 out of 15 responses to the following question: What is the Model Cities Program?

- a. a preventive to social unrest
- b. urban renewal
- c. five year demonstration program
- d. program to improve physical, social and economic problems
- e. an overnight cure for all the problems of the city
- f. an opportunity for development
- g. supported completely by Federal funds
- h. innovation in the community

- i. program for citizens to voice their opinions
- j. coordination of Federal, State and local public and private resources
- k. gives money directly to citizens to improve their conditions
- l. establishes foundation for continued progress after five years
- m. the local government (Mayor and City Council) is responsible for the program
- n. uses supplemental money to finance experimental projects
- o. Department of Housing and Urban Development (HUD) with other agencies like Departments of Health, Education and Welfare, Agriculture, Commerce and the Office of Economic Opportunity (OEO) administer the program

The intent was to determine how knowledgeable the influentials were about the Program.

- 2. You are probably aware of problems facing the City of Lansing. Will the Model Cities Program tend to aid or hinder the solution of these? Please explain.

The intent was to determine how the influentials visualized Model Cities complying with the overall functioning of the City, County and State.

- 3. How do you feel that the resources of business and industry can be utilized in helping the Model Cities Program?

Support is anticipated from business and industry, therefore the aim of this question was to obtain facts of what the businessmen believed they could offer to the Program.

- 4. What kind of assistance do you think your organization will be able to give to the Model Cities Program?

This question was optional if number 3 did not apply. The various agencies represented were to list what they could offer to the Program.

5. What changes in the basic structure and operation of the Model Cities Program would you like to be made?

The purpose was to determine if the influentials also felt changes were necessary to make the Program relate more to the needs and resources of Lansing.

6. To what degree do you feel Model Cities residents should participate in the decision-making processes of the Program?

The aim was to determine if the influentials felt the residents should have more decision-making power or if the residents presently had enough influence in the Program that affects their lives.

7. What kind of influence should residents living outside the Model Cities area have in the Program?

The intent was to determine how the influentials felt about what part persons residing outside the boundaries of Model Cities should have in the Program.

8. Do you think the Model Cities Program is worth the time and effort you have given to it? Why?

This was an optional question. Some of the influentials participate in the Program and this question was intended to find out how they viewed their activity with the Program.

9. Can the Model Cities Program succeed? Where do you see difficulty?

What possibilities did the influentials visualize and what might hamper the possibilities of success was the purpose of this question.

10. To what problems do you feel Lansing needs to give the most attention?

This question was intended to determine if the influentials would list any of the problems Model Cities representatives had ranked in their First Year Action Plan.

3.3 Number of Responses

Twenty-three questionnaires were distributed to the Policy Board on May 5, 1971 at a special meeting. Twelve Questionnaires or 52.1% were completed and returned. On May 17, 1971, eleven questionnaires were distributed to the Physical Task Force at the regular meeting of the Task Force. Nine or 82% were completed. May 25, 1971, twenty-two questionnaires were distributed to the Social Task Force; ten or 45.4% were completed and returned. Due to the fact that the Economic Task Force did not hold its last scheduled meeting, thirty questionnaires were mailed to members of this Task Force on June 22, 1971. Nine or 30% were completed and returned.

Twenty-three or 43.3% of the fifty-three questionnaires mailed to community influentials were completed and returned. Three letters were received from persons who did not fill out the questionnaire due to lack of knowledge about the Model Cities Program.

3.4 Differences Between Surveys

In the survey conducted in May 1969 students of Justin Morrill College interviewed members of the Task Forces, Policy Board and community leaders. Three parallel questionnaires were used--one for each group mentioned above (see Appendix B). Since no appointments had been made to the Task Forces, interviews were directed toward the elected members. The final list of interviewees included thirty-five community leaders, seventeen members of the Policy Board, eighteen members of the nine Task Forces and one City Councilman.

Interviewees from the Task Forces were selected at random, desiring at least two representatives from each task force. Only partial consideration was given to a representation of the ten areas.

The questionnaires for Policy Board members and community leaders overlapped to some degree, and the questionnaire for Task Force members only overlapped with the one for the Policy Board.

The number of questions on the form for the Policy Board was eight; for the Task Forces, six, and eleven for Community Leaders.

This survey, as mentioned was conducted in May and June, 1971. Two questionnaires, which overlapped were used. Persons completing the questionnaires included both elected and appointed members of the Policy Board and Task Forces.

At the time of this survey the nine Task Forces had been consolidated into three major categories: Social, Physical and Economic.

Attempts were made to contact all members of the Policy Board and Task Forces keeping in mind the ten areas to be represented. Ten questions appeared on the forms for the Policy Board, Task Forces and the Community Influentials.

3.5 Results of Survey Conducted by Students at Justin Morrill College of Michigan State University

At the time the survey was conducted, May 1969, initial stages of establishing the Program were beginning. Some appointments to Task Forces had not been made, therefore final conclusions were not made. However, based upon the responses received, certain comments seemed relevant.

A general lack of understanding among community leaders was evident, particularly among the industrial and business leaders. It was inferred that support from this group would be less likely if they were disregarded in the phases of planning. Also, it was suggested that the industrial and business communities were not planning to lend financial support to the Program.

The general nature of the Program was misunderstood, but the better informed citizens did realize that the thrust of the Program was in the area of citizen participation. They recognized that the goal was to organize involvement of the residents, and to select problems of the areas or neighborhoods.

On the contrary, where this goal was recognized by community leaders, it was frustrated by the moderate and often weak interest of the representatives on the Task Forces.

Partial disagreement among the appointed and elected members on the objectives of the Program was indicated.

Some elected Task Force members resigned from their assignments for various reasons. They did not seem informed of the progress of the Program, or understand the phases through which the Program must advance.

Social service personnel of the community felt alienated and wanted to participate as consultants.

Generally, the majority of citizens whether classified as participants or leaders were supportive of the Program goals. However, they were not inundated with optimism. Communications within the Program, between the Program and community, between citizens and local government was denoted as being highly essential.

CHAPTER IV

RESULTS FROM QUESTIONNAIRES

4.1 Analysis and Discussion

The analysis and discussion of the results from the questionnaires is given in the following Tables 1 through 14, pages 48 through 62.

4.2 Comparison of Surveys

In the survey of 1969 it was noted that "communications within the program and between the program and the community seems essential." In 1972 this remains of utmost importance. Much of the misunderstanding existing in the city as a whole would be eliminated if communication channels were established and utilized.

There seemed to be a general consensus among respondents that the Program would aid the solution of problems. However, difficulties foreseen two years ago are still foremost in the minds of the representatives and influentials.

Policy Board appointees were more optimistic about the success of the Program in 1969 than were elected members. At that time task force members believed the Program would succeed. Today, optimism is high among all respondents.

TABLE 1. RESPONSES TO QUESTION

Question	Sample Population									
	Policy Board Questionnaires				Task Forces Questionnaires				Community Influentials Questionnaires	
	S	R	NR ¹	No	S	R	NR	S	R	NR
1. What is the Model Cities Program?	23	12	11		63	28	35	53	23	30
	Number of				Number of				Number of	
	Res.				Res.				Res.	
	No				No				No	
	Res. ²				Res.				Res.	
a. a preventive to social unrest	4		8		18		10	12		11
b. urban renewal	2		10		7		21	5		18
c. five year demonstration program	9		3		13		15	16		7
d. program to improve physical, social and economic problems	11		1		28		0	20		3
e. an overnight cure for all the problems of the city	0		12		0		28	0		23
f. an opportunity for development	11		1		23		5	20		3
g. supported completely by Federal funds	1		11		0		28	9		14
h. innovation in the community	9		3		19		10	20		3
i. program for citizens to voice their opinions	11		1		21		7	18		5
j. coordination of Federal, State and local public and private resources	11		1		21		7	17		6
k. gives money directly to citizens to improve their conditions	1		11		1		27	3		20
l. establishes foundation for continued progress after five years	11		1		17		11	16		7
m. the local government (Mayor and City Council) is responsible for the program	5		7		9		19	15		8

n. uses supplemental money to finance experimental projects	10	2	10	18	12	11
o. Department of Housing and Urban Development (HUD) with other agencies like Departments of Health, Education and Welfare, Agriculture, Commerce and the Office of Economic Opportunity (OEO) administer the Program	6	6	13	15	10	13

¹S = Total Sent; R = Returned; NR = Not Returned

²Res. = Responses; No Res. = No Response

Note: As stated earlier, the purpose of this question was to determine if the respondents perceived the program as written in the Questions and Answers pamphlet sponsored by the Department of Housing and Urban Development. The correct responses are: c, d, f, h, i, j, l, m, n, and o. On the whole, the entire sample population is knowledgeable about the specifics of the program.

More than half of the task force members returning the questionnaire selected (a) indicating this program is just a pacifier. Respondents from each category selected (b) confusing renewal activities with the program. Not one respondent has deceived himself that the program will produce changes immediately. Those less informed about the program feel it is supported completely by Federal funds, when in actuality Model Cities funds can be matched with those of the State and local government. Also, Model Cities funds can be matched with federal money. It is unique in that federal money can be matched with federal money to sponsor a project. Five respondents selected (k). It is the contention of some politicians that it would be better to give each citizen an equal share of a federal grant to allow each to do as he pleases. Under an agency the majority of the grant is spent for administrative purposes and very little, if any, filters to the citizens.

TABLE 2. RESPONSES TO QUESTION

Question	Sample Population					
	Policy Board Questionnaires			Task Forces Questionnaires		
2. Do you feel that wide- spread citizen partici- pation is a reality?	S	R	NR	S	R	NR
	23	12	11	63	28	35
	No			No		
	Yes	No	Res.	Yes	No	Res.
	4	6	2	11	17	

Note: The majority feel widespread citizen participation is not a reality. Lack of interest on the part of Model Neighborhood residents, suspiciousness of the program, and local political unresponsiveness attribute to the minimal participation. Poor communication to the residents and lack of accomplishment by the program in the areas of social, physical and economic betterment also act as a deterrent to participation.

One of the main objectives of the program is to foster citizen involvement--allowing the citizens to decide what his problems are and what methods would best alleviate and/or eliminate the problems.

TABLE 3. RESPONSES TO QUESTION

Question	Sample Population									
	Policy Board Questionnaires			Task Forces Questionnaires			Community Influentials Questionnaires			
3. You are probably aware of problems facing the City of Lansing. Will the Model Cities Program tend to aid or hinder the solution of these?	S	N	NR	S	N	NR	S	N	NR	
	23	12	11	63	28	35	53	23	30	
	Hin- No			Hin- No			Hin- No			
	Aid	der	Res.	Aid	der	Res.	Aid	der	Res.	
	9	2	1	22	2	2	19	1	3	

Note: Responses are mixed, but the majority of respondents feel the program will aid in the solution of overall city problems by creating public awareness and by directing more services and funds to the most needed areas of concern. The lack of cooperation from the Mayor and City Council; political maneuvering; and special factions (Blacks, Chicanos and Indians) would, nonetheless, make resolution of problems that much greater.

TABLE 4. RESPONSES TO QUESTION

Question	Sample Population									
	Policy Board Questionnaires			Task Forces Questionnaires			Community Influentials Questionnaires			
	S	R	NR	S	R	NR	S	R	NR	
4. What kind of influence should residents living outside the Model Cities Neighborhood have in the Program?	23	12	11	63	28	35	53	23	30	
	In-	No	No	In-	No	No	In-	No	No	
	fluence	Inf.	Res.	fluence	Inf.	Res.	fluence	Inf.	Res.	
	10	0	2	22	3	3	19	1	3	

Note: Since the city as a whole is faced with problems similar to those typical of the Model Neighborhood it is believed that all residents should have an impact on the program. Model Cities representatives feel persons outside the boundaries should give their verbal support, understanding and cooperation. One Policy Board member expressed the desire that the city as a whole should have enough influence to give a regional or area wide approach to problems such as housing, health, education, etc., that can not be treated within the narrow confines of the Model Neighborhood.

Community influentials feel persons outside the boundaries should act as consultants and be involved in the decision-making. A few influentials possess the Roman Empire Theory that professionals know what is best for the people and therefore should maintain control over their activities.

TABLE 5. RESPONSES TO QUESTION

Question	Sample Population									
	Policy Board Questionnaires			Task Forces Questionnaires			Community Influentials Questionnaires			
	S	R	NR	S	R	NR	S	R	NR	
	23	12	11	63	28	35	53	23	30	
5. Can the Model Cities Program succeed? Where do you see difficulty?	No			No			No			
	Yes	No	Res.	Yes	No	Res.	Yes	No	Res.	
	10	2		21	5	2	18	3	2	

Note: The efforts of the program can be successful. Nevertheless, the hindrances such as: special factions; need for more citizen participation; rift between the program and City Council; lack of publicity about the program, and unwillingness of agencies to revamp their policies to the changing needs were expressed. It is quite evident that the Model Cities representatives are concerned about internal nuisances which could only deteriorate the program aims. The repetition of the above is like a series of scratches on a record. The scratches prevent the needle of the record player arm from moving to the succeeding groves, and the record never completes its cycle.

TABLE 6. RESPONSES TO QUESTION

Question	Sample Population									
	Policy Board Questionnaires			Task Forces Questionnaires			Community Influentials Questionnaires			Number of Responses
	S	R	NR	S	R	NR	S	R	NR	
	23	12	11	63	28	35	53	23	30	
6. How do you feel that the resources of business and industry can be utilized in helping the Model Cities Program?	Number of Responses			Number of Responses			Number of Responses			
a. financial and manpower	2			1						1
b. technical assistance	4			6						5
c. employment and training	2			11						5
d. advisory	0			5						3
e. research	0			0						1
f. no way	3			0						2
g. no response	1			5						6

Note: The majority of respondents seem to feel resources could be best channelled into the areas of technical assistance in developing proposals and management plans, and training and employment. Support from the business and industrial community is anticipated by the Model Cities Administration of the Department of Housing and Urban Development. It is a plus for the Lansing program that the businessmen and industrialists have expressed a willingness to offer their resources.

TABLE 7. RESPONSES TO QUESTION

Question	Sample Population					
	<u>Policy Board Questionnaires</u>			<u>Task Forces Questionnaires</u>		
	S	R	NR	S	R	NR
7. Which of the nine problem areas do you feel is most important?	23	12	11	63	28	35
	Number of Responses			Number of Responses		
a. Education	3			10		
b. Employment	1			6		
c. Housing	5			3		
d. Health	0			0		
e. Social Services	0			0		
f. Environment and Design	2			2		
g. Crime and Delinquency	0			0		
h. Transportation	0			0		
i. Relocation	0			0		
j. All Nine	0			2		
k. No Response	1			3		

Note: During November of 1969, the priority ranking committee of the Lansing Model Cities Program selected Education as being of top priority. Employment and Housing received second and third priority respectively. One reason for this selection was that once the Model Cities community became better educated they could demand better jobs, afford health care, etc. However, it was the contention of some representatives, both elected and appointed, that without a sound roof over one's head, food and income for the family, one could not begin to think about education.

It can also be thought that the citizens were indirectly asking for something "visible" that Model Cities could produce to demonstrate their ability to improve neighborhood conditions.

Presently, Policy Board members feel Housing is most important, and the Task Forces feel Education is of top priority.

TABLE 8. RESPONSES FROM QUESTION

Question	Sample Population		
	Community Influentials		Questionnaires
8. To what problems do you feel Lansing needs to give the most attention?	Total	Not	
	Sent	Returned	Returned
	53	23	30
	Number of Responses		
a. Housing	1		
b. Environment and Design	1		
c. Racism	1.		
d. Inner City Exodus	3		
e. Education	3		
f. Crime	2		
g. Health Care	5		
h. Employment	7		
i. Personal Motivation	1		
j. Equitable distribution of Money and Power	1		
k. Institutional Change	1		
l. No Response	4		

Note: This question was specifically for the influentials to determine if their responses corresponded with those of Model Cities representatives. Employment, health care and education respectively. Racism, personal motivation and institutional change were listed indicating an awareness that in order to bring about total change, these aspects must be integral to the overall efforts for change.

TABLE 9. RESPONSES TO QUESTION

Question	Sample Population					
	Policy Board Questionnaires			Task Forces Questionnaires		
	S	R	NR	S	R	NR
9. What is your role in the Model Cities Program? How are you helping yourself, how are you helping the people you represent?	23	12	11	63	28	35
	Number of Responses			Number of Responses		
a. encouraging citizen participation		3			0	
b. gaining knowledge and making decisions that will help the people in my area		5			22	
c. relating the advantages of the Program to City Council		1			0	
d. providing transportation for people in my area		1			0	
e. do not know		0			1	
f. no response		2			5	

Note: Model Cities representatives feel that they are representing their constituents. Yet, if they are truly fulfilling their role, they would also attempt to foster more citizen involvement. Holding neighborhood meetings would be one way of prompting citizens to come out and voice their opinions about issues important to them.

TABLE 10. RESPONSES TO QUESTION

Question	Sample Population									
	Policy Board Questionnaire					Task Forces Questionnaire				
	S	R	NR	S	NR	S	R	NR	S	NR
	23	12	11	63	28	35	53	23	30	
Number of Responses										
a. abolish resident assembly	1			0					0	
b. accomplish things so citizens can see that Model Cities can make achievements	3			6					0	
c. decrease paperwork	2			0					0	
d. develop stronger community organization element in the Program	6			12					17	
e. eliminate special factions	0			4					0	
f. increase staff	0			1					0	
g. eliminate subcommittees	0			1					0	
h. provide more and better training so citizens can perform better on task forces	0			3					0	
i. dismiss employees who are not sincere to the goals of Model Cities	0			1					0	
j. abolition of the Program	0			0					1	
k. greater staff autonomy	0			0					3	
l. Model Cities become self-supporting	0			0					2	

Note: Developing a stronger community organization element is the aspect receiving the most support. This adds more essence to the fact that citizen participation is most important. The Community Organization Division of the Model Cities Program is responsible for informing residents about the program on a continual basis. Prompting residents to become involved is also a function of this division. Establishing rapport in the community seems quite evident.

TABLE 11. RESPONSES TO QUESTION

Question	Sample Population					
	Policy Board Questionnaires			Task Forces Questionnaires		
11. Do you have influence in the decision- making process in the Program?	S	R	NR	S	R	NR
	23	12	11	63	28	35
	No			No		
	Yes	No	Res.	Yes	No	Res.
	12	0	0	24	3	1

Note: All Policy Board members feel they have influence in the decision-making, that much deliberation is invested in the decisions, and that the final outcome will benefit the residents.

Task Force members feel they only have decision-making power at the task force level, and some feel that the Policy Board does not consider their recommendations. The role of hierarchy is apparent, because task force members realize that the Policy Board does not have to really consider their suggestions since the power of decision rests with the Board.

TABLE 12. RESPONSES TO QUESTION

Question	Sample Population		
	Community Influentials		
	Questionnaires		
	Total	Not	
	Sent	Returned	Returned
12. What kind of assistance do you think your organization will be able to give the Model Cities Program?	53	23	30
		Number of Responses	
a. in-kind services		2	
b. liaison		2	
c. providing health services		1	
d. technical assistance		10	
e. employment and training		1	
f. public relations agent		2	
g. financial		1	
h. none		1	
i. no response		3	

Note: This question was designed for those influentials who were not associated with either business or industry. Responses were similar to the kind of assistance business and industry could render.

Employment and training did not receive a high rating perhaps indicative of the fact that the community service agencies and churches are not financially able (at this time) to train and hire individuals.

TABLE 13. RESPONSES TO QUESTION

Question	Sample Population		
	Community Influentials		
	Questionnaires		
	Total	Not	
	Sent	Returned	Returned
13. To what degree do you feel Model Cities residents should participate in the decision-making process of the Program?	53	23	30
		Number of Responses	
a. 100 per cent		19	
b. 90 per cent			
c. 80 per cent			
d. 70 per cent			
e. 60 per cent			
f. 50 per cent			
g. 40 per cent			
h. 30 per cent			
i. 20 per cent			
j. 10 per cent			
k. 0 per cent		4	

Note: Nineteen influentials feel residents should have 100 per cent participation in the decision-making; and four feel that residents should not have any decision-making power. One of the four has stated that residents should only review proposals. This reiterates the Roman Empire Theory.

TABLE 14. RESPONSES TO QUESTION

Question	Sample Population		
	Community Influentials		
14. Do you think the Model Cities Program is worth the time and effort you have given to it?	Questionnaires		
	Total Sent	Returned	Not Returned
	53	23	30
	Yes No		
	4	1	

Note: This question was for those influentials who had been participating in the program. Four out of five feel their time and efforts have been well expended. Reasons were: helping to solve the city's problem and striving toward humanitarianism.

The remaining eighteen respondents who did not reply to this question were the persons who had no previous working relationship with the Program.

Policy Board members concur in both surveys that financial aid; training programs and employment; and, assistance in planning are areas in which business and industry can help the Program. A willingness to conduct job-training for available jobs; and to act as consultants were cited most often by the influentials. A few felt business and industry should play no role in the Program.

In response to which problem area is most important, Policy Board members listed Housing, Environment and Design, Education, and Employment among the top priorities for the Program. Education, Employment, Housing are the ones considered the most important by the Task Forces. The influentials selected Employment with Health Care as the second choice.

During the initial survey, Housing, Employment and Education were checked as areas needing the most attention by the Community Leaders. Policy Board members indicated Housing and the Task Forces chose Education. The highest ranking priority for the Policy Board and Task Forces has not changed, but the highest ranking priority for the influentials has.

Many Policy Board members of the first survey felt it was too early in the Program to suggest changes in its structure and operation. For the ones who decided changes were necessary, their suggestions included hiring more staff to work with task forces and shortening the planning

stage. Task Force members suggested that ideas become action directed; more time be given for planning; and citizens have the power of veto.

Two years later Policy Board members have recommended that: paperwork be held to a minimum; a stronger community organization component be developed; and pressures of deadlines be removed. Task Force members have recommended that: special interests groups be abolished; unproductive staff members be dismissed; and, more and better training be provided for citizens enabling them to perform their roles effectively.

Influentials appear to be more confident in their role with the Program and have broadened the areas of assistance their respective organization can render. Presently the spectrum includes: public relations agents; in-kind services and liaison agents.

The degree to which Model Neighborhood residents should participate in decision-making ranged in 1969 from minimum to maximum according to the Community Leaders. Some felt the residents were not responsible enough to make decisions and should be taught responsibility and something about governmental procedures before making decisions for the Program. Others thought the citizens should be consultants to the decision-makers. Presently the majority feel Model Neighborhood residents should be totally involved in the decision-making process.

CHAPTER V

SUMMARY AND RECOMMENDATIONS

I have attempted to explore the theory of communication in determining how communication affects an organization. Theory indicates that an organization is modified by the location and control of communication channels. Divisions within an organization can be influenced as much by withholding information as by injecting it into communication channels.

Conclusively, it is very evident that many attitudes about the Program have not changed from the 1969 survey to the present survey. Paramount is the inadequate communication of facts about the Program.

Both instrumental and expressive networks can be said to pertain to the Model Cities Program. Instrumental communication distributes information and knowledge, and affects one's thinking. Expressive communication alters or strengthens attitudes. Distributing information so residents can become knowledgeable about the Program is a fact that can not be overlooked, and altering negative attitudes about the Program is certainly an aspect the Model Cities staff must undertake.

The Model Cities Program is a normative type of organization in which the representatives and staff are to sponsor innovations which will keep the functioning of the organization adjusted to changing needs and conditions. According to theory, normative organizations stress downward expressive communication. However, downward expressive communication is not very apparent with the Lansing Model Cities Program. Attitudes in the minds of the residents are not changing.

Therefore, it is only appropriate that the following recommendations be considered:

1. A public relations program be established that will include but not be limited to:
 - a. determining what is being done in the Program that would be of particular interest to the Model Neighborhood residents and community-at-large;
 - b. informing citizens about the facts of issues with which they are concerned;
 - c. placing emphasis on making the citizen feel he is actually portrayed in the communication;
 - d. posting announcements about Program activities in places frequented by the citizens;
 - e. making use of graphic illustrations; and
 - f. sponsoring a joint newsletter (as often as needed) between Model Cities and other agencies.

As far as the Lansing Model Cities Program is concerned, citizen participation falls on the Placation rung of the ladder (refer to pages 25 and 27). Citizens advise and plan the projects and activities, but the Policy Board

has the power to accept or reject the advice of the divisions down the hierarchy. Ultimately, the City Council must make the decision to accommodate the desires and needs of the citizens or reject those needs.

The citizens have not become independent or gained enough knowledge to work with the power structure in bringing about changes. The Program is not preparing the citizens to work toward change in agency structures and procedures after Model Cities is no longer in existence. (It is only a five year demonstration Program.)

Consequently, the Model Cities Staff should direct a great deal of its efforts in developing the organization as a base for knowledge by the citizens. One of the initial outcomes of the Program is that politically unsophisticated community residents should gain political awareness through citizen participation in the Model Cities endeavors.

It can not be assumed that agencies will voluntarily change their structure and procedures to meet the future needs of the people. Agencies for the most part are too preoccupied with their "unique" services that they can not envision why or how change can result.

As a final note, a Michigan State University experimental research program is testing new ways of helping citizens learn how to use knowledge in coping with the power of agencies. It has been proved in the southwest and east-side communities of Detroit, Michigan that citizens can gain

knowledge that will help them institute change in the police department, public service department, and with the local board of education.

In classes which offer college or high school credit, the community residents learn to develop knowledge and apply it to the best of their advantage.

Results show the following steps are effective in initially developing a knowledge base:

1. A university works with the local people and the agencies to produce a small brochure containing relevant information for their use.
2. The information is made publicly available to all interested people.
3. The university provides technical assistance about how this information can be used by the people, the citizen's organizations and the agencies.
4. College and university personnel work with the community in collecting information needed to base map all organizations, businesses, and the leadership structure of the community. This should include compilation of information pertaining to the structure and composition of each unit of the base map.
5. College personnel work with community individuals and groups and the city agencies in collecting information about one or more issues or questions seen as problems and/or goals by people in the community. They may include: declining neighborhoods, street crime and burglary, ineffective schools, recreational problems and community beautification.
6. College personnel then work with the people and the agencies in using the information to design and test feasible changes for producing solutions.

The above steps have been initiated in the Lansing community and could very easily be applied to the Lansing Model Cities Program.

BIBLIOGRAPHY

BIBLIOGRAPHY

- Adrian, Charles R. Social Science and Community Action. East Lansing, Michigan: Michigan State University, 1960.
- Anderson, Stanford, Ed. Planning for Diversity and Choice. Cambridge, Massachusetts: The M.I.T. Press, 1968.
- Baldwin, Sidney. Poverty and Politics. Chapel Hill: The University of North Carolina Press, 1968.
- Barnard, Chester I. Organization and Management. Cambridge: Harvard University Press, 1948.
- Blecher, Earl M. Advocacy Planning for Urban Development. New York: Praeger Publishers, 1971.
- Bradford, Curtis, and Hazel Moritz. The Communication of Ideas. Boston: D. C. Heath and Company, 1951.
- Cahn, Edgar S., and Barry A. Passett, ed. Citizen Participation: Effecting Community Change. New York: Praeger Publishers, 1971.
- Canty, Donald. A Single Society. New York: Praeger Publishers, 1969.
- Caplow, Theodore. Principles of Organization. New York: Harcourt, Brace and World, Inc., 1964.
- Cutlip, Scott M., and Allen H. Center. Effective Public Relations. Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1964.
- Duncan, Hugh. Communication and Social Order. New York: The Bedminster Press, 1962.
- Emery, Edwin; Ault, Phillip H.; and Agee, Warren K. Introduction to Mass Communications. New York: Dodd, Mead and Company, 1970.
- Erber, Ernest, ed. Urban Planning in Transition. New York: Grossman Publishers, 1970.

Etzioni, Amitai. Comparative Analysis of Complex Organizations. New York: The Free Press of Glencoe, Inc., 1961.

Etzioni, Amitai. The Active Society. New York: The Free Press of Glencoe, 1968.

Fairweather, George W. Methods for Experimental Social Innovation. New York: John Wiley and Sons, Inc., 1967.

Freeman, John C. "The Potential of Local Citizen Organizations for Contributing to the Planning Decision Making Process." Unpublished M.U.P. thesis, Michigan State University, 1966.

Frieden, Bernard J., and Morris, Robert, eds. Urban Planning and Social Policy. New York: Basic Books, Inc., 1968.

Gans, Herbert J. People and Plans. New York: Basic Books, Inc., 1968.

Good, Carter V., Ph. D., and Scates, Douglas E., Ph. D. Methods of Research. New York: Appleton-Century-Crofts, Inc., 1954.

Gutman, Robert, and Papenoe, David, eds. Neighborhood, City, and Metropolis. New York: Random House, 1970.

Hallman, Howard W. Neighborhood Control of Public Programs. New York: Praeger Publishers, 1970.

Hillman, Arthur. Community Organization and Planning. New York: The Macmillan Company, 1950.

Hudsick, Clifford. "Citizen Participation in Planning: A New Social Institution." Unpublished M.U.P. thesis, Michigan State University, 1970.

Kahn, Si. How People Get Power. New York: McGraw-Hill Book Company, 1970.

Kaitz, Edward M., and Hyman, Herbert H. Urban Planning for Social Welfare. New York: Praeger Publishers, 1970.

Katz, Elihu, and Lazarsfeld, Paul F. Personal Influence. New York: The Free Press, 1966.

Lerbinger, Otto, and Sullivan, Albert J., eds. Information, Influence and Communication. New York: Basic Books, Inc., 1965.

- Lesly, Philip, ed. Lesly's Public Relations Handbook. Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1971.
- MacKay, Donald M. Information, Mechanism and Meaning. Cambridge, Massachusetts: The M.I.T. Press, 1969.
- Merton, Robert K., ed. Sociology Today. New York: Basic Books, Inc., 1959.
- Minar, David, and Greer, Scott. The Concept of Community. Chicago: Aldine Publishing Company, 1969.
- Office of Economic Opportunity. Neighborhood Organization. New York: National Federation of Settlements and Neighborhood Centers, 1968.
- Office of Economic Opportunity. Organizing Communities for Action. Washington, D.C.: U.S. Government Printing Office, 1968.
- Powledge, Fred. Model City. New York: Simon and Schuster, 1970.
- Rivers, William L., and Wilbur Schramm. Responsibility in Mass Communication. New York: Harper and Row Publishers, Inc., 1969.
- Robinson, Edward J. Communication and Public Relations. Columbus, Ohio: Charles E. Merrill Publishing Company, 1966.
- Rose, Arnold M. Human Behavior and Social Process. Boston: Houghton Mifflin Company, 1962.
- Smith, Alfred G. Communication and Culture. New York: Holt, Rinehart and Winston, Inc., 1966.
- Sower, Christopher; Holland, John; Tiedke, Kenneth; and Freeman, Walter. Community Involvement. Glencoe, Illinois: The Free Press, 1957.
- Sprowls, R. Clay. Elementary Statistics for Students of Social Science and Business. New York: McGraw-Hill Book Company, Inc., 1955.
- Steinberg, Charles S., Ph.D. The Communicative Arts. New York: Hastings House, Publishers, 1970.
- Steinberg, Charles S., Ph.D., ed. Mass Media and Communication. New York: Hastings House, Publishers, 1966.

Thompson, James D. Organizations in Action. New York: McGraw-Hill, Inc., 1967.

U. S. Department of Housing and Urban Development. Improving the Quality of Urban Life. Washington, D.C.: Government Printing Office, 1967.

U. S. Department of Housing and Urban Development. Questions and Answers. Washington, D.C.: Government Printing Office, 1970.

U. S. Department of Housing and Urban Development. The Model Cities Program--A Comparative Analysis of The Planning Process in Eleven Cities. Washington, D.C.: Government Printing Office, 1970.

VanCleeef, Eugene. Cities in Action. New York: Pergamon Press, 1970.

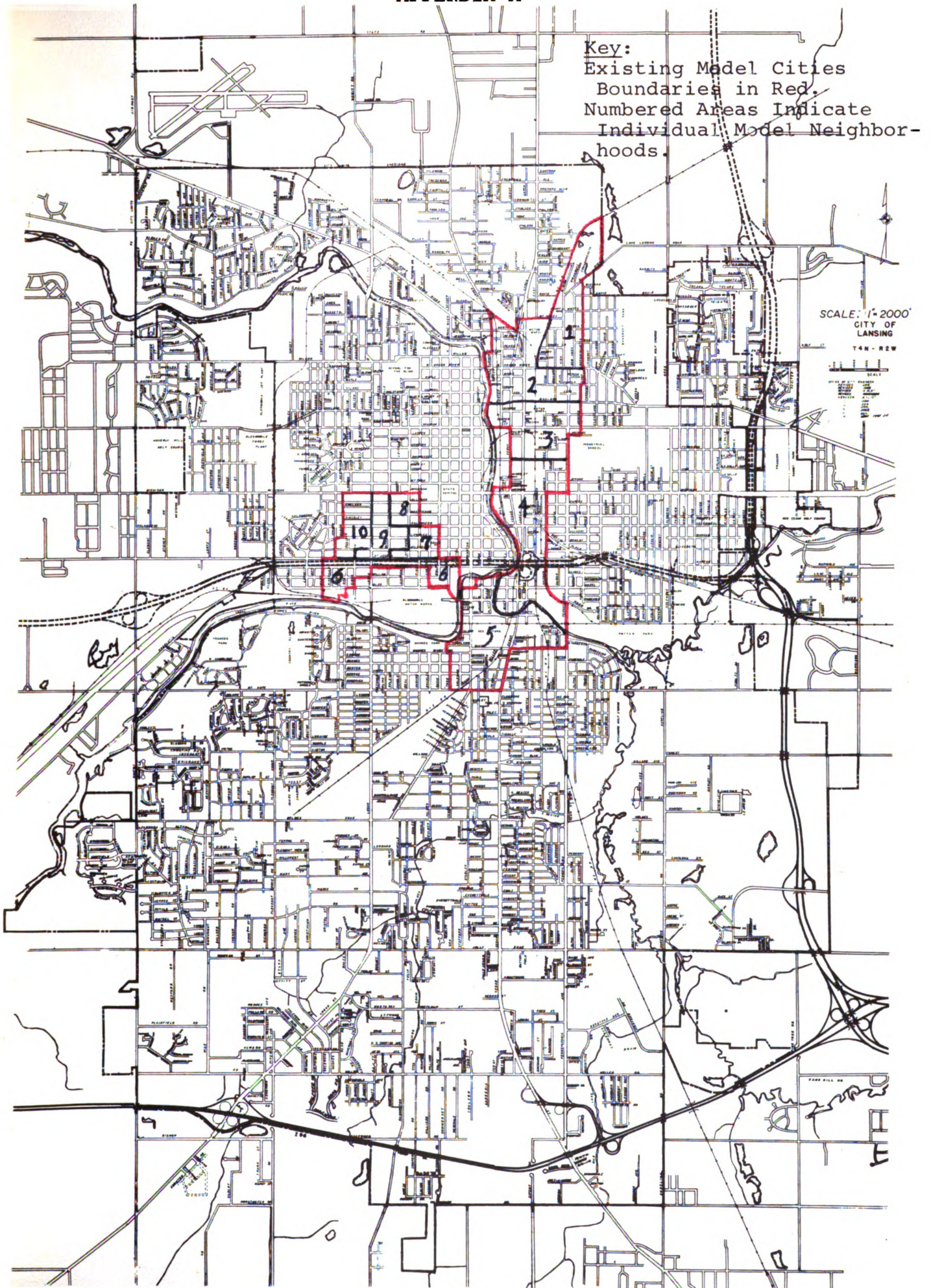
Venetoulis, Ted, and Eisenhower, Ward, eds. Up Against the Urban Wall. Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1971.

Weissman, Harold H. Community Councils and Community Control. Pittsburgh: University of Pittsburgh Press, 1970.

Johnson, Harold S. and Duley, John S., Instructors. "Program in Urban Development," Justin Morrill College, Spring 1969.

APPENDICES

APPENDIX A



APPENDIX B

COMMUNITY LEADERS

1. To what problems do you feel Lansing needs to give the most attention? (If the respondent does not refer to one of the nine task force areas, supplement with the following question.) Which of the nine areas listed in the Model Cities program merits more attention or presents a more serious and immediate problem than the others?

2. Are there any problem areas which you would add to or delete from the program?

3. You are probably aware of other problems facing the City of Lansing. Will the Model Cities Program tend to aid or hinder the solution of these?

4. How do you feel that the resources of business and industry can be utilized in helping the Model Cities Program?

5. With what organizations, both business and welfare services, are you associated? How do you feel the Model Cities Program will affect these?

6. What kind of assistance do you think your organization(s) will be able to give to the Model Cities Program?

7. Can you give any specific suggestions to improve and maintain good communications between the leadership in the Model Cities Program and the leadership in local business and industry?

8. To what degree do you feel Model Cities area residents should participate in the decision-making processes of the Program?

9. Given the present constituency of the Policy Board, do you agree that the responsibility for the development of proposals for the program should be entrusted to it? Explain.

10. What role should Lansing residents who live outside the Model Cities neighborhood have in the program? What kind of influence should they have in the Program?

11. Do you think the Model Cities Program is worth the time and effort being given to it? Why?

POLICY BOARD MEMBERS

1. Do you feel that broad citizen participation in the Model Cities Program is a reality?

2. What changes in the basic structure and operation of the Model Cities Program would you like to see made?

3. What role should Lansing residents who live outside the Model Cities neighborhood have in the program? What kind of influence should they have in the program?

4. Can the program succeed? Where do you foresee difficulties?

5. Are there any problem areas which you would add to or delete from the program?

6. You are probably aware of other problems facing the City of Lansing. Will the Model Cities Program tend to aid or hinder the solution of these?

7. How do you feel that the resources of business and industry can be utilized in helping the Model Cities Program?

8. Which of the nine problem areas do you feel is the most important? Why?

TASK FORCE MEMBERS

1. In the area you represent is there interest in the Model Cities Program? Why or why not?

2. Do you feel that broad citizen participation in the Model Cities Program in Lansing is a reality?

3. What changes in the basic structure and operation of the Model Cities Program would you like to see made?

4. Can the program succeed? Where do you foresee difficulties?

5. How well informed about the problems their task forces will be dealing with are the people who were interviewed?

6. Which one of the other Task Forces do you feel is the most important? Why?

MICHIGAN STATE UNIV. LIBRARIES



31293102213919