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A STUDY OF THE DOLAN JUNIOR HIGH SCHOOL WORK  
EXPERIENCE PROJECT, BEECHER COMMUNITY  
SCHOOLS, GENESEE COUNTY, MICHIGAN

By

Joseph L. Hooper

A DISSERTATION

Submitted to  
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College of Education

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## ABSTRACT

### A STUDY OF THE DOLAN JUNIOR HIGH SCHOOL WORK EXPERIENCE PROJECT, BEECHER COMMUNITY SCHOOLS, GENESEE COUNTY, MICHIGAN

by

Joseph L. Hooper

#### Purpose of the Study

It was the purpose of this study to describe one program undertaken to alleviate several specific problems caused by the Department of Housing and Urban Development Project of the Beecher School District during the year 1970.

#### Methodology

From January 29, 1973 to June 8, 1973, sixty-seven (67) seventh, eighth and ninth grade students were selected for a work experience project.

The students taking part in the Dolan Junior High Work Experience Project were classified into two groups: Group "A", those completing the program, and Group "B", those dropping out of the program after actually beginning in the program.

The following hypotheses were formulated to determine the success of the program:

- (1) a negative or zero achievement change will occur when comparing semester grades, attendance and tardiness records of students before and after they entered the work experience

program for those dropping out of the program as compared to those completing the program.

- (2) a negative or zero attitude change will occur in the students' self-concept about their ability to achieve at school for those dropping out of the program as compared to those completing the program.
- (3) a positive achievement change will occur when comparing semester grades, attendance, and tardiness records of students before and after they entered the work experience program.
- (4) a positive attitude change will occur in the students' self-concept about their ability to achieve at school, for all students before and after they entered the work experience program.

The technique of analyses used to test the four hypotheses was the analysis of means and analysis of variance ratio, computing F for samples of unlike size for hypotheses one and two. For hypotheses three and four, technique of analyses used was the analysis of means and analysis of variance tests of significance computing F for samples of like size. These were found to be the acceptable test for data in this study. The level of significance was arbitrarily set at  $p \leq .05$ .

The evaluation instrument used in the self-concept portion of this study was the Wilbur B. Brookover, et. al., "Improving Academic Achievement Through Students' Self-Concept Enhancement" and Wilbur B. Brookover, Ann Peterson, and Shailer Thomas, "Self-Concept of Ability and School Achievement".

### Findings of the Study

Findings of the study supported the hypothesis that students completing the program obtained higher grade-point averages than those not completing the program. Also supported was the hypothesis that those students completing the program had better attendance records than those not completing the program. In fact, all students involved in the program, whether completed or not, improved their attendance records.

## ACKNOWLEDGMENTS

First I wish to express my appreciation to Virginia Wiseman; without her persistence and guidance this achievement would have never been realized.

Deserving thanks goes to Dr. George Myers, my Chairman, for the many hours he devoted to working with me on this dissertation. To the other members of my committee, thanks for the constructive criticisms and advice.

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Finally, grateful recognition is extended to my wife, Jayne Hooper, and my family, especially Joe, Jr. Their encouragement and understanding were needed while I spent many hours in class, studying and working on this dissertation. That kind of devotion cannot be forgotten!! Thanks, family.

## TABLE OF CONTENTS

	Page
LIST OF TABLES . . . . .	v
LIST OF FIGURES . . . . .	vi
LIST OF APPENDICES . . . . .	vii
 Chapter	
I. NATURE OF THE STUDY . . . . .	1
Introduction . . . . .	1
The Problem . . . . .	1
Background of the Problem . . . . .	2
Purpose of the Study . . . . .	9
Hypotheses . . . . .	10
Definition of Terms . . . . .	11
Organization of the Study . . . . .	12
II. REVIEW OF RELATED LITERATURE . . . . .	14
Part A - Self-Concept . . . . .	14
Part B - Alternative Educational Programs . . . . .	18
Part C - HUD Housing . . . . .	25
Findings of the Study . . . . .	32
III. DESIGN OF THE STUDY . . . . .	38
Methodology . . . . .	38
Funding . . . . .	39
Student Stations . . . . .	40
Specific Tasks . . . . .	40
Parent-Counselors . . . . .	41
Pre- and Post-Testing . . . . .	41
Reliability . . . . .	43
Survey of Records . . . . .	44



Chapter	Page.
IV. DATA ANALYSIS . . . . .	45
Part A - Comparison of Means . . . . .	45
Part B - Results of Testing Hypotheses One and Two .	46
Part C - Results of Testing Hypotheses Three and Four . . . . .	50
Summary of Findings . . . . .	53
V. CONCLUSIONS AND RECOMMENDATIONS . . . . .	55
Conclusions . . . . .	55
Recommendations . . . . .	56
APPENDICES . . . . .	58
BIBLIOGRAPHY . . . . .	88

## LIST OF TABLES

Table	Page
I. Beecher School District Statistical Information for Dailey, Klein, and Zink Elementaries and Dolan Junior High School . . . . .	6
II. Beecher School District Adjusted Membership, and Dropouts for High School Students . . . . .	8
III. Economically Deprived Children in the Beecher School District . . . . .	26
IV. Geographic Distribution of HUD Housing -- Beecher District and Genesee County . . . . .	28
V. Impacted Areas of the Beecher District . . . . .	29
VI. Correlations Between Perceived Evaluation of Others and General Self-Concept . . . . .	44
VII. Analyses of Mean Differences for Group "A" and Group "B" on Grade-Point Average . . . . .	47
VIII. Analyses of Variance of Mean Differences for Group "A" and Group "B" on Attendance . . . . .	48
IX. Analyses of Variable of Mean Differences for Group "A" and Group "B" on Tardiness . . . . .	49
X. Analyses of Variance of Mean Differences for Group "A" and Group "B" on Attitude . . . . .	50
XI. Analyses of Variance of Mean Differences on Grade- Point Average . . . . .	51
XII. Analyses of Variance of Mean Differences on Attendance .	52
XIII. Analyses of Variance of Mean Differences on Tardiness .	52
XIV. Analyses of Variance of Mean Differences on Attitude . .	53
XV. Summary of Findings . . . . .	54

## LIST OF FIGURES

Figure		Page
1.	Subsidized Housing Location Map of Genesee County, Michigan . . . . .	3
2.	Beecher School District Map . . . . .	4
3.	Advertisement for Sale of Unoccupied 235 Homes . . . . .	35

## LIST OF APPENDICES

Appendix	Page
A. "HUD's Biggest Housing Effort Runs Into Trouble in Michigan" . . . . .	58
B. Report to Joint Economic Committee on Beecher School District . . . . .	60
C. Dolan Junior High School Open House and Dedication . . .	68
D. Letter to The Honorable George W. Romney, Department of Housing and Urban Development, from Randall Coates, Superintendent, Beecher Community Schools, January 22, 1971 . . . . .	70
E. Letter to Randall Coates, Superintendent, Beecher Community Schools, from The Honorable George W. Romney, Department of Housing and Urban Development . . . . .	81
F. Brookover Instrument Used for "Survey of Attitude" . . .	84

## CHAPTER I

### NATURE OF THE STUDY

#### Introduction

With a rapid influx of students into a school district problems frequently arise. If the students are low achievers, over-average age for their grade placement and come from families whose income places them in an "economically deprived" classification, the problems seem more drastic and the solutions more complex. This study is concerned with solutions to the problems which arose from a sharp increase in the number of students in the Beecher Community Schools of Genesee County, Michigan.

#### The Problem

The staff of the Dolan Junior High School noted certain general characteristic changes in the student body of the school. Grades were poorer, absences were increasing, tardiness was increasing and the students seemed to display a lower self-concept than before the rapid increase of students.

In an attempt to reverse this trend, a group of concerned teachers, administrators and parents met to discuss these problems and from these meetings the Dolan Junior High Work Experience Project emerged.

This study is concerned with the effectiveness of the Dolan Junior High School Work Experience Project.

### Background of the Problem

The Beecher School District is the urban fringe immediately north of the City of Flint. Its southern boundary is the northern city limits of Flint, while the northern boundary is Stanley Road, only about one-half mile from the small city of Mt. Morris. The eastern boundary is basically Dort Highway; there are some areas east of Dort Highway but these primarily are vacant industrially zoned property with the exception of the Gunther Trailer Park. The western boundary is less defined, because it basically follows a drain ditch, located at the north end of Dupont Street. (Figures 1 and 2)

Prior to 1937, the Beecher District consisted of only four elementary schools. In 1937 completion of the high school, housing junior high students as well, was completed. The Beecher High School thus became the center of the Beecher District, and was in fact, the main landmark for many years. Although the Beecher Metropolitan Water Commission evolved in 1953 and constructed the water tower, standing 170 feet above the ground and majestically overlooking the Beecher District, the school system remains the focal point as far as government and politics. The Beecher Schools receive almost all the complaints and problems from the community for all the various reasons that people residing in residential areas may have. The Beecher Metropolitan Water Commission's only control in the district is that of water and sewer.

The Beecher School District is divided almost equally by two townships, Mt. Morris and Genesee. With approximately two square miles of the Beecher District in each township, townships of approximately twenty-five square miles, little consideration is given the Beecher District by township government. So, the people of the Beecher District

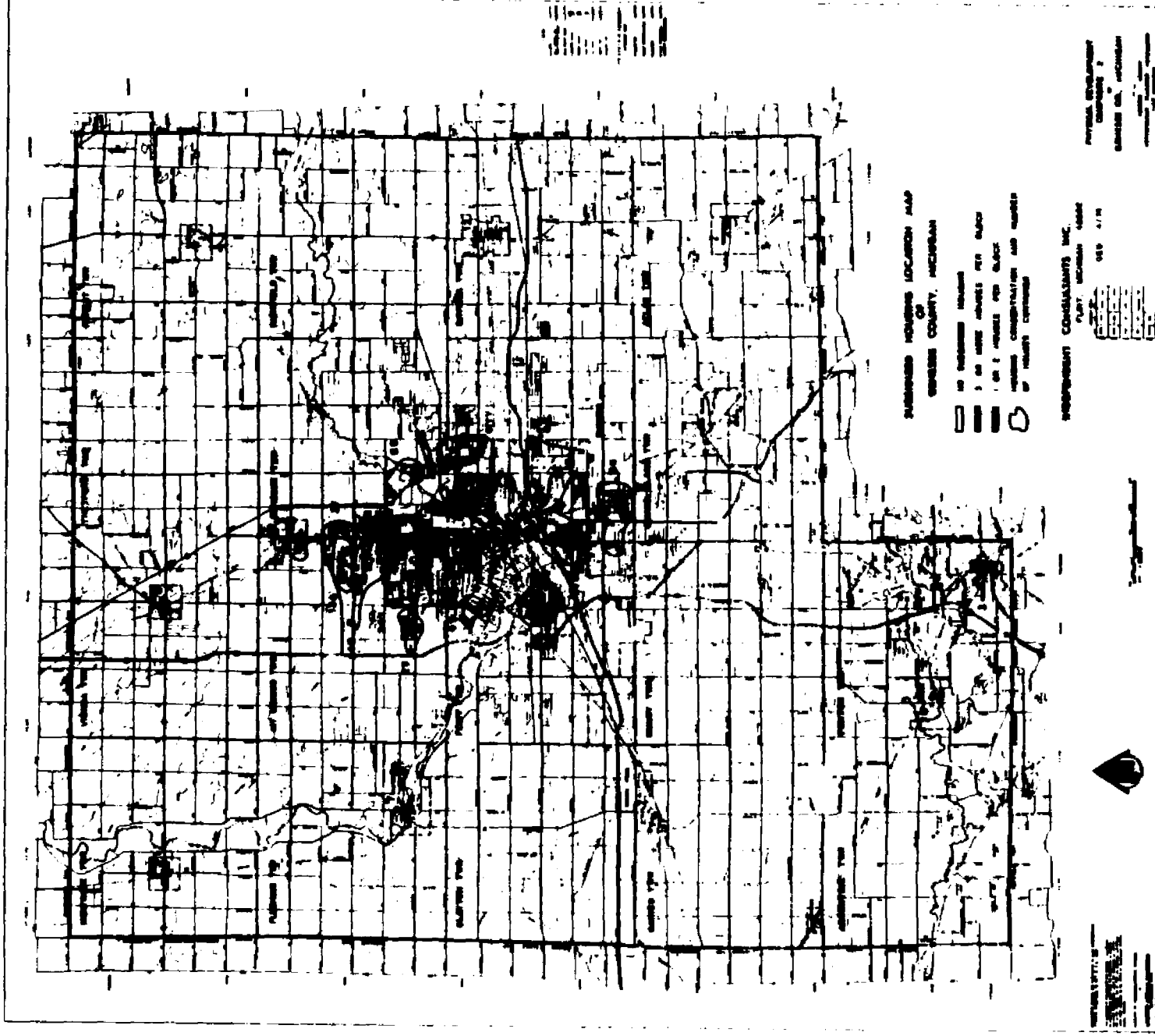


Figure 1.  
Subsidised Housing Location Map of Genesee County, Michigan

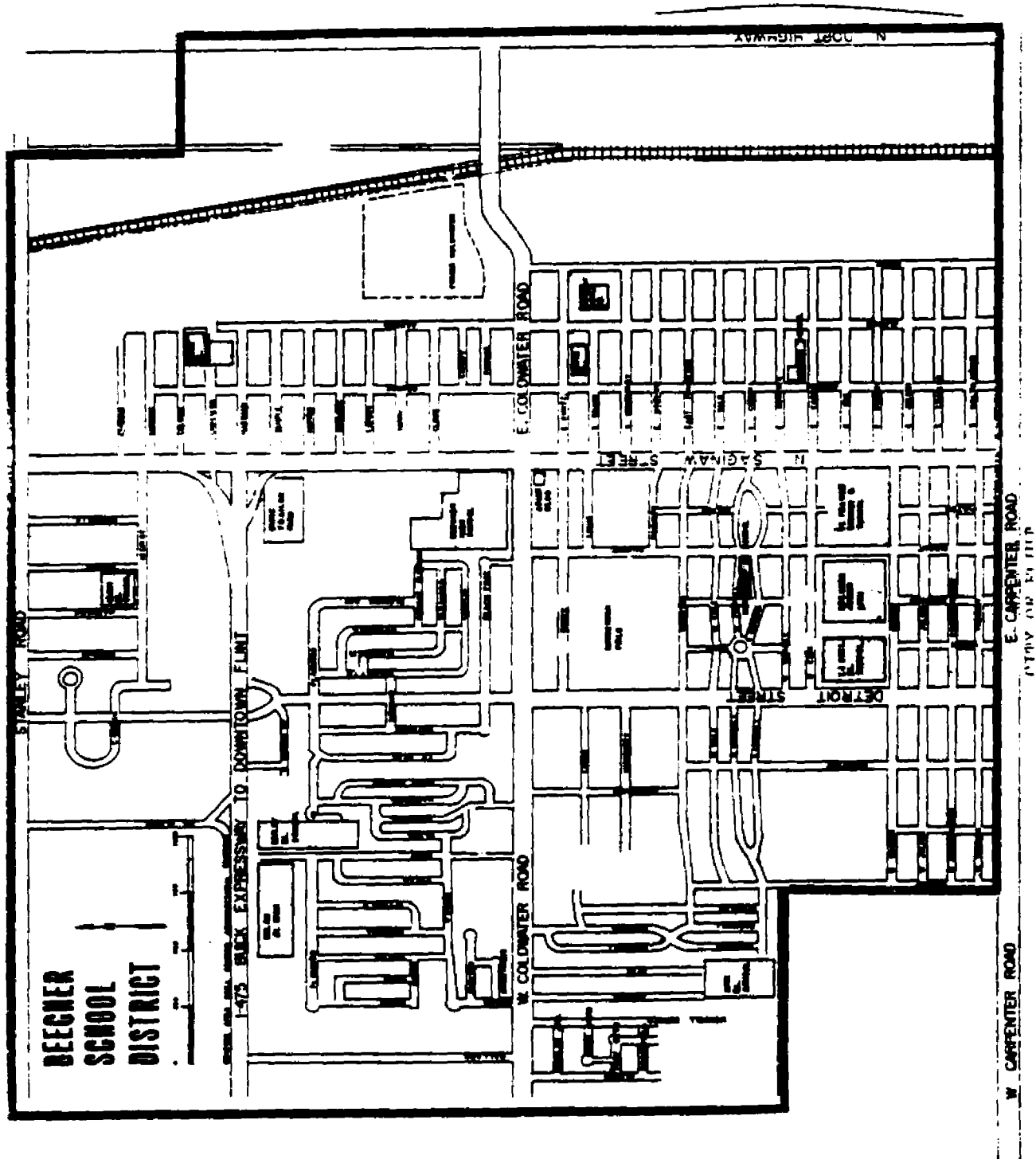


Figure 2.  
Beecher School District Map



turn to the schools when in need of advice or assistance.

In 1967, many families were displaced from Flint, up-rooted by construction related to the I-475, cross-town, free-way and urban renewal efforts. Many of the families located in the southeastern sector of the Beecher District, watched the construction of new homes in the northwestern sector of the District, and purchased these new homes along with those from the City of Flint.

During the year 1970, the Federal government (HUD) provided a large number of "235" and "236" housing. Most of these families, "70 percent of them"<sup>1</sup> were welfare families. (Appendix A and B) Many of the families were also ADC families, coming from housing projects from Flint's public housing. "Some of these families even owed the housing authority as much as six month's back rent."<sup>2</sup>

The Dolan Junior High School (Appendix C) reflected the changing population of the Beecher District and particularly the Northwestern Sector of the District. Table I shows the growth pattern of the "feeder" schools of Dolan Junior High School and also the growth pattern of Dolan Junior High School.

---

<sup>1</sup>"HUD's Biggest Housing Effort Runs Into Trouble in Michigan", The Washington Post, February 16, 1971.

<sup>2</sup>Report to Joint Economic Committee in Beecher School District, May 25, 1971.

TABLE I  
BEECHER SCHOOL DISTRICT STATISTICAL INFORMATION  
FOR  
DAILEY, KLEIN, AND ZINK ELEMENTARIES  
AND  
DOLAN JUNIOR HIGH SCHOOL

Year	School			
	Dailey	Klein	Zink	Dolan
1968	939	418	330	682
1969	996	455	315	789
1970	1,051	440	385	836

Source: School District Statistical Information; Board of Education, Genesee Intermediate School District, 1968, 1969 and 1970.

With this rapid increase in population, major problems arose. Student disturbances became more frequent. The Beecher Board of Education and the Department of Housing and Urban Development became involved in a bitter conflict. (See Appendix D and E).

This increase in population left the Beecher District with some interesting facts to ponder when considering educational goals. A review of the "Facts Gathered From State Assessment Results, 1971-72, Beecher School District"<sup>3</sup> provides a basis for the types of problems facing the Beecher School District, and in particular the Dolan Junior High School:

---

<sup>3</sup>"Facts Gathered From State Assessment Results, 1971-72, Beecher School District".

- I. Beecher employs 51.7 professional instructional staff members per 100 students. This gives it a Michigan rank of . . . . . 86%
- II. Beecher employs 45.9 teachers per 1000 students. This gives it a Michigan rank of . . . . . 85%
- III. Beecher teachers average 7.9 years of teaching experience. This provides a Michigan rank of . . . 37%
- IV. Beecher has 29% of the teaching staff with masters' degrees. This gives it a Michigan rank of . . . . . 73%
- V. The average Beecher teacher earned \$12,505. This gives a Michigan rank of . . . . . 97%
- VI. The State equalized valuation for each student was \$11,932. This gives a Michigan rank of . . . . 34%
- VII. Local revenue per pupil was \$364. This is a Michigan rank of . . . . . 51%
- VIII. State Aid per pupil was \$416 (1970-71). This provides a Michigan rank of . . . . . 63%
- IX. Beecher paid \$600 per pupil in instructional expense. This gives it a Michigan rank of . . . . . 77%
- X. Instructional expense per elementary child was \$562. This is a Michigan rank of . . . . . 82%
- XI. Total operating expense per elementary child was \$770. This gives a Michigan rank of . . . . . 71%
- XII. Percent of racial-ethnic minority students was 41.8. This is a Michigan rank of . . . . . 97%
- XIII. Composite estimate of socio-economic status was 43.4, which gives a Michigan rank of . . . . . 1%
- XIV. School drop-out rate was 6.9, which gives a Michigan rank of . . . . . 85%
- XV. Seventh grade basic skill achievement
 

	<u>Score</u>	<u>% Rank</u>
a. Word Relationships	44.9	2-3
b. Reading	45.6	3-4
c. Mech. or English	46.0	2-4
d. Math	45.6	2-3
e. Composite (Reading and Math)	45.7	2-3

Note: Percentage figures to be read as "equal or exceeds \_\_\_% of all Michigan schools".

28% of the 7th graders were in the top 5 deciles.

TABLE II  
BEECHER SCHOOL DISTRICT ADJUSTED MEMBERSHIP,  
AND  
DROPOUTS FOR HIGH SCHOOL STUDENTS<sup>4</sup>

9th grade				10th grade			
Adj. Memb.		Dropouts		Adj. Memb.		Dropouts	
male	female	male	female	male	female	male	female
234	230	16	8	220	226	29	22
11th grade				12th grade			
Adj. Memb.		Dropouts		Adj. Memb.		Dropouts	
male	female	male	female	male	female	male	female
180	161	30	26	158	151	25	20
Total Adjusted Membership		Dropouts		Drop Rate		Michigan Annual Drop Rate	
1,560		176		11.28		6.4	

<sup>4</sup>Ibid.

Because of the conditions described, many students were dropout prone (see Table II)<sup>5</sup> and also came to school under great tension and pressure. The U.S. Department of Labor (September 13, 1972) has listed certain criteria as indicators of those youth.

<sup>5</sup>1972-73 Public High School Dropouts in Michigan, Michigan Department of Education Statistical Bulletin 4007, September 1974.

1. Low socio-economic level for the family
2. Poor health, directly related to lack of income
3. Poor housing
4. Problems with public safety agencies, including contact with police
5. Unstable family and related problems

These conditions seem to cause certain characteristics to emerge in students in their school setting.

1. Poor grades and repeated subject failures
2. Over-average age in junior high school
3. Attitude and adjustment problems
4. Seeming lack of motivation
5. Frequent absences and tardiness
6. Low level of participation in school-sponsored activities

It was felt that a sizable number of Dolan Junior High School students fitted the above characteristics and therefore, in an attempt to overcome delinquency and dropouts, many school administrators felt that the students needed to feel pride in some accomplishment, needed a chance to work, a chance at some success, a chance to earn money, a chance to develop an appreciation for the work ethic and the world of work. Students were selected and a list of those fitting the criteria was made.

#### Purpose of the Study

The purpose of the study was to determine the effectiveness of the Work Experience Project at the Dolan Junior High School, specifically to determine if there had been any positive or negative change in attitude.

A comparison was made of grade-point, attendance, tardiness and attitude before the student entered the program and at the end of the program for both groups, those completing the entire program, and those dropping out of the program before completion.

### Hypotheses

The major concern of this study is with practices designed to meet problems associated with a rapid increase in school population. Hypotheses selected for study have been formulated as follows:

1. a negative or zero achievement change will occur when comparing semester grades, attendance and tardiness records of students before and after they entered the work experience program for those dropping out of the program as compared to those completing the program.
2. a negative or zero attitude change will occur in the students' self-concept about their ability to achieve at school for those dropping out of the program as compared to those completing the program.
3. a positive achievement change will occur when comparing semester grades, attendance, and tardiness records of all students before and after they entered the work experience program.
4. a positive attitude change will occur in the students' self-concept about their ability to achieve at school, for all students before and after they entered the work experience program.

### Definition of Terms

Some of the terms used in this study have a variety of meanings. The following explanations of terms give the meaning applied to each term as it has been used in this study.

Alternative Education: Different methods, other than those normally thought as standard, to teach various cognitive and affective skills to students. Those resembling the Dolan Junior High Work Experience Project.

"235" Housing: Under Title I, Lower Income Housing, homeownership was provided for lower income families by amending Title II of the National Housing Act and adding a new section, "Section 235." This section of the act allowed a family to purchase a home, new or substantially rehabilitated, with a minimum downpayment of \$200 or 3 percent of acquisition cost depending on the family's income. The downpayment could be applied to the closing cost.

The family was eligible to purchase a home if its income at occupancy did not exceed 135 percent of the area's maximum income limits for occupancy in public housing. Certain deductions were allowed for minor children of the family.

Initially, the amount of home mortgage could not exceed \$15,000 for three bedrooms and \$17,000 for a family of five or more. The limits were adjusted in high-cost areas.

"236" Housing: Same as "235" housing only this is classified as rental housing instead of ownership housing.

DeWaters Charitable Trust: A trust fund established in Genesee County for the express purpose of providing needed financial incentives for unique or different programs designed to innovate or institute new programs.

GPA: Grade-point average, based on the four point system.

Group "A": Those students employed and in the program from January 29, 1973 to June 8, 1973.

Group "B": Those students who were dropped or dropped from the program for a period of less than two months.

HUD: Public Law 90-448, cited as the "Housing and Urban Development Act of 1968," is the act that gave birth to the subsidized housing program for lower income families.

.05 Significance: The level of significance accepted to incorrectly reject the null hypothesis for each hypotheses stated. Incorrectly rejecting the null hypothesis 5 times out of 100 when in fact the observations come from a single universe.

### Organization of the Study

Chapter I describes the nature of the study. The introduction, problem, background of the problem, purpose of the study, hypotheses and operational definitions are stated. The organization of the study is also presented.

Chapter II is devoted to a review of the literature related to research on "self-concept" with major emphasis on the role "significant others" have in relationship to educational achievement, a review of alternative educational programs dealing with "work experience" projects and "self-improvement" programs and a review of the problems of the Beecher School District as they relate to the "housing project" of the Federal Government.

Chapter III describes the design of the study. Methodology, funding, specific tasks, student stations, parent-counselors, the instrument and its validity and the survey of records are discussed.



Chapter IV is devoted to the presentation and interpretation of the data. Statistical tests of the hypotheses are made and a presentation is made of the findings with relevance to the hypotheses. The findings are discussed.

Chapter V includes conclusions drawn from the findings, and recommendations for further study.

## CHAPTER II

### REVIEW OF RELATED LITERATURE

Chapter II consists of three major sections. Part "A" reviews the research on "self-concept" with major emphasis on the role "significant others" have in relationship to educational achievement.

Part "B" consists of a review of alternative educational programs dealing with "work experience" type projects and "self-improvement" programs, and their relationship to the Dolan Junior High School Work Experience Project.

Part "C" reviews the problems of the Beecher School District as they relate to the "Housing Project" of the Housing and Urban Development division of the Federal Government. Major references reviewed were letters and communications between the local school and township officials and the Department of Housing and Urban Development, with developments through the fall of 1976.

#### Part A - Self-Concept

In the 1960's a basic assumption of the educational practice in the United States was that only a limited proportion of American youth was capable of high level educational effort. In the 1970's that assumption has changed only slightly, suggesting that maybe vocational education is for all those not able to obtain that high level of education. The Russians make a contrary assumption, requiring a high level of educational effort from all students. Comparing the United States to Russia,

it seems the difference lies in the area of innate factors, with educators in this country recognizing that innate factors may set limits to learning ability, but that few people achieve anywhere near this level set by innate capacity. Wilbur B. Brookover investigated one factor that he thought would functionally limit the learning of many students and thereby prevent them from learning at their maximum level. That factor was the student's self-concept of his ability as a school learner. He hypothesized that a child learns what he perceives he is able to learn. He further hypothesized that his self-perception is acquired during interaction with significant others who hold expectations of the student as a learner.

The data reported in 1962 from interviews of 112 over- and under-achieving junior high students yielded the following results:<sup>1</sup>

(Only the results related to the Dolan Junior High School were reported.)

1. The hypothesis that a student's self-concept of ability is positively related to the image he perceives significant others hold of him is supported when parents, teachers and peers are identified as significant others.
2. The family socio-economic status is positively related to seventh-grade students' self-concept of ability.
3. Parents were named by nearly all students as both "important in their lives" and "concerned about how well they do in school". School personnel, other relatives, and peers were

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<sup>1</sup>Wilbur B. Brookover, Jean M. LePere, Don E. Hamachek, Shailer Thomas and Edsel L. Erickson, Improving Academic Achievement Through Students' Self-Concept Enhancement, Educational Publication Services, College of Education, Michigan State University, East Lansing, Michigan, 1965.

named by many in response to each question, but by smaller proportions and usually after parents were named. The almost-universal identification of parents as "significant others" was the basis upon which they were selected as the "significant others" whose experimentally induced changes in expectations might affect the self-concepts of ability and subsequently the achievement of low achieving students.

4. Self-concept of ability is significantly related to "importance of grades", but the latter is not highly correlated with grade point average. Self-concept of ability is independent of importance of grades in predicting grade-point average.

Brookover suggests, after summarizing his results, that "if self-concept is subject to modification, as theoretically postulated, and if modification in the images and expectations which others hold for the student takes place, then significant enhancement of achievement may be possible.

In 1965, Dr. Brookover, in a second report on "Self-Concept of Ability and School Achievement", stated under the section entitled "The Problem and General Theory" his general hypothesis concerning self-concept. He notes "The general hypothesis derived from this theory is that the functional limits of one's ability are in part set by one's self-conception of ability to achieve in academic tasks relative to others. This self-concept of ability is acquired in interaction with significant others."

In his summary, he notes: "considerable evidence was found for accepting the hypotheses that self-concepts of academic ability derive primarily from perceived evaluations of significant others; and that for most students, self-concept of ability is a functionally limiting factor

in their academic achievement. In addition, the findings warrant the view that self-concept intervenes between the perceived evaluations of others and performance."

The findings indicated that attempts to induce changes in self-concept of ability and behavior of students by persons who are not already the academic significant others of the students are not likely to be successful. However, changes in the evaluations held by established significant others (parents) may induce changes in self-concept of ability and changes in academic behavior. This supports the general theory that self-evaluation and behavior are affected by interaction with "others" who are important or significant to the actor.

Simply "involving" a group of parents without directing their attention to their responsibility for raising their evaluations and expectations concerning their children is not sufficient condition to raise the self-concept of ability of their children. Thus, it can be said that there is a functional relationship between the type of treatment parents are exposed to and the resulting changes in self-concept of ability of their children. Secondly, the results at the end of the ninth grade indicate that only where there was a significant change in self-concept of ability was there any change in academic performance.

This 1965 study did show that role expectations and self-concepts of ability are significant factors in influencing the student's academic performance. The study also showed that the student's self-concept of ability can be modified by significant others and thereby affect their achievement.

## Part B - Alternative Educational Programs

Review of the literature on alternatives in junior high schools revealed a wide range of programs. At one end of the spectrum, there were programs stressing academic skills and at the other end, programs stressing open-ended approaches to learning.

The following is a review of those programs closely resembling various aspects of the Dolan Junior High School Work Experience Project.

At the Lebanon Junior High School, Lebanon, Indiana, a Work-Experience for Career Education Exploration Program was developed. With much emphasis being placed on "Career Education" today, mostly on the training of non-college bound students, trade skills along with basic reading, writing and mathematics make up the curriculum for these students. A job coordinator finds work for students in work-study oriented programs. The Lebanon Junior High program briefs students on proper behavior during an interview and how to fill out a job application.

At Rosenwald Junior High School, Panama City, Florida, which is similar to Lebanon Junior High's program, personal and group counseling sessions are held to, "deal with the student's failure syndrome, to improve student's self-concepts, and to help students with their relationships with peers and adults."<sup>2</sup>

According to the material received by the National Association of Secondary School Principals, "student interest and motivation in these programs are high."<sup>3</sup>

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<sup>2</sup>Herman Hunt and Nancy Dryden Jones, "Other Curriculum Modifications," NASSP Bulletin Number 381 (April 1974): 24-28.

<sup>3</sup>Ibid.

A stay-in-school program in Jacksonville Junior High, Jacksonville, Arkansas, provides educational as well as financial assistance. Money is provided for clothing, extra-curricular activities fees, gym uniforms and textbooks.

"Harlem School District 122", Rockford, Illinois, "has initiated a program aimed at improving self-concept and developing student responsibility. This program grew out of the concern teachers felt about the negative attitudes toward self and school that are found in far too many students." Under Title III of ESEA, the program was funded for three years. Project activities center around small group discussions. Each group has fifteen (15) students and one teacher. Topics include self-understanding, positive self-concepts, and interpersonal communication. Annual pre-tests and post-tests are administered to a random sample of pupils.<sup>4</sup>

It was found, according to Herman Hunt and Nancy Jones, that, "Less truancy and greater performance have been reported as two examples of program success."<sup>5</sup>

The Title III ESEA project, "Decreasing Drop-Outs Through Achievement", of the Harlem School District 122, Rockford, Illinois, points to an important relationship between self-concept and academic achievement. "It suggests strongly that the self-concept can no longer be ignored by educators."<sup>6</sup>

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<sup>4</sup>Ibid.

<sup>5</sup>Ibid.

<sup>6</sup>Wayne Musholt, "Self-Concept and The Middle School," NASSP Bulletin Number 381 (April 1974): 67-71.

Wayne Musholt, Title III ESEA Director for the Harlem Public Schools, states, "For years, teachers have sensed the significant and positive relationship between a student's concept of himself and his school performance. Teachers have consistently said that students who attend school feeling good about themselves and their abilities are the ones who are most likely to succeed. Conversely, those who see themselves and their abilities negatively usually fail to achieve good grades. Academic success or failure is as deeply rooted in self-concepts as it is in measured mental ability. Maybe student attitudes limit the level of achievement in school more so than ability.

That the successful student sees himself in essentially positive ways has been verified by a multitude of studies. Achievers are characterized by self-confidence, self-acceptance, and a positive self-concept."<sup>7</sup>

It is both a personal tragedy and a social waste for a student to spend year after year experiencing defeat and failure in school. The causes of the failure and the effects of the failing experience are complex, but a continuous and central factor in both cause and effect is the way in which a student views himself and his abilities.

Most efforts dealing with the unsuccessful student have focused on the problem of underachievement, the "underachiever" being one whose classroom performance is below his measured aptitudes. In other words, he is the student who has the ability to succeed in school but who, because of non-intellectual factors, does not perform up to expectations. Studies now are considering the "nonachiever," the one who lacks the ability to meet the demands of school.

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<sup>7</sup>Ibid.



But there is ample evidence to support the conclusion that unsuccessful students in either group perceive themselves and their relationships to the world around them differently than those who succeed.

The majority of available studies indicate that unsuccessful students maintain attitudes toward self that are pervasively negative. They tend to see themselves as unable, inadequate, and less self-reliant than their more successful peers. Students with negative self-images of ability rarely perform well in school.

The basic question is whether children see themselves negatively because of their poor school performance, or whether they perform poorly in school because they see themselves negatively. This question remains unanswered.

Traditionally, the child has been expected to adjust to the school, rather than vice versa. All too often, schools are places where students face failure, rejection, and daily reminders of their limitations. Because some schools are unable to foster adjustment to individual differences of students, untold students face daily deprecation and humiliation. The list of punitive measures used by well-meaning teachers provides good examples of the gap between school intentions and school realities."<sup>8</sup>

Wayne Musholt emphasizes the fact that we must continue trying to improve student self-concepts. He suggests a two-way information flow. "School grows gradually less positive as a student advances through the grades; consequently, a sense of personal inadequacy is conveyed to many students. If we are serious about making good self-concept development

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<sup>8</sup>Ibid.

a central objective of the school, we must seek ways of modifying educational methods that engender negative self-concept.

"The Harlem School District's project aims to improve self-concept and develop student responsibility by encouraging a two-way flow of information between students and teachers."<sup>9</sup>

The Harlem District, like the Beecher School District, is faced with a high dropout rate. The teachers felt that help must be available to students before they reach high school if there is to be any significant success in changing student attitudes.

The results of Harlem's first-year data clearly indicated positive results in the area of school participation. "School attendance has increased, student participation in school activities has improved, and school truancy has decreased. Improvements are also readily observable in the area of school atmosphere and student responsibility. The students appear happier and the number of conduct problems has decreased considerably. There is less fighting, arguing and boisterous conduct among the students. Generally speaking, the schools are considerably more pleasant than ever before."<sup>10</sup>

In supporting James B. Conant's findings, as presented in "Slums and Suburbs", Gordon Kloph and Israel Laster list the following as problems when dealing with slum school children:<sup>11</sup>

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<sup>9</sup>Ibid.

<sup>10</sup>Ibid.

<sup>11</sup>Gordon J. Kloph and Israel A. Laster, Integrating the Urban School (New York: Teacher's College, Columbia University, 1963), p. 4.

1. In about half the homes one or both parents had a history of alcoholism, criminality, poverty and instability.
2. Practically all of the homes may be described as culturally deprived.
3. The houses, like the neighborhoods in which they live, are generally ugly.
4. About a fourth of the children are born out of wedlock.
5. There is little evidence of family pride.
6. Half of the houses are without a male head.
7. Parents had made no definite plans for their children's future.
8. By and large, parents did not teach their children self-respect.
9. Children have not been taught to aspire for more than day-to-day success.
10. The "problem" child has no clear conceptions of success as defined in traditional American thought.
11. Case histories of most of these families reveal a series of traumatic stresses, strains and breakups brought on by chronic illness, imprisonment, poverty and/or separations.

Harry F. Silberman, in his article, "Involving the Young," notes that students need the chance to make decisions that affect others. He states: "These decisions result in rewards, or sometimes in punishments. They have important and inescapable consequences. I believe that we should experiment with more programs that give students a vertical sampling of jobs at the heart of an agency or organization's management levels. Such a sampling would familiarize students with the feel of more important roles in various organizations and would be more

likely to lead to rational, long-term career planning."<sup>12</sup>

He further describes two types of classes closely resembling the Dolan Junior High School project. Another class of programs encourages the student to spend most of his time working at tasks that are indeed part of an agency's normal productive work. But, he criticizes this class because the student has little decision-making authority. In the Dolan project, the student did have decision-making authority. Dr. Silberman then describes a class which includes some decision-making autonomy and which involves the assumption of some responsibility. "For example, a student may be operating a sewage treatment plant, making blood tests in a hematology laboratory, or supervising a group of workers who are assembling a new piece of equipment. These situations provide substantial growth opportunities; other employees are dependent on the student's performance and the employer takes some risk."

The most important part of this program (the Dolan Junior High School project) was the in-depth experience in assuming the role of a responsible adult.

Values, according to many individuals, are to be taught or in some cases "preached" at the individual. The program at Dolan Junior High School attempted to raise the self-concept of the individual using some of the values clarification techniques found in practice today. In the article, "Values Clarification: It Can Start Gently and Grow Deep," Sidney Simon and Polly deSherbinin explain this thinking on the approach to teaching values: "It's confusing, because each of us obviously carries around certain beliefs and attitudes which have been preached to us."

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<sup>12</sup>Harry F. Silberman, "Involving the Young," Phi Delta Kappan, May 1975, pp. 596-600.

However, there is much evidence to indicate that when those morals, beliefs, and attitudes have been developed through a values clarification process, they have more significance for the people who hold them. True values are so much a part of us that we won't give them up even if bamboo splints are driven under our fingernails; but ideas we get as a result of preaching often vanish with the next wind and the next moralizer.

Many observers feel that young people learn from watching older people. In what is known as 'modeling', teachers are encouraged always to say 'thank you', to hold doors for others, etc. -- in short, to live by what they believe, in the hope that students will emulate them.

Young people who are surrounded by good models -- good parents, good teachers, good ministers, good rabbis, good neighbors -- tend to reflect their good behavior. Values clarifiers believe, however, that people who go through the process of deciding what they value will in the end reflect the ways one would hope, in any event, that all good teachers would behave."<sup>13</sup>

#### Part C - HUD Housing

Although the Beecher School District already had a substantial percentage of economically deprived children during the 1969-70 school year, (see Table III), the Department of Housing and Urban Development (HUD) proceeded to build a vast number of 235 and 236 housing units in the Beecher area.

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<sup>13</sup>Sidney B. Simon and Polly deSherbinin, "Values Clarification: It Can Start Gently and Grow Deep," Phi Delta Kappan, June, 1975, pp. 679-688.

TABLE III  
ECONOMICALLY DEPRIVED CHILDREN  
IN THE  
BEECHER SCHOOL DISTRICT

<u>Elementary Schools</u>	<u>1969-70 Enroll- ment</u>	<u>1969-70 Economi- cally Deprived</u>	<u>1970-71 Enroll- ment</u>	<u>1970-71 Economi- cally Deprived</u>
Buell	591	54.0%	609	51.4%
Buick	311	35.4%	278	50.5%
Dailey	996	9.8%	1051	32.0%
Harrow	268	42.9%	273	42.3%
Klein	455	6.0%	440	28.0%
Kurtz	93	45.2%	97	52.2%
Messer	482	48.1%	431	50.3%
Northgate	399	26.1%	460	38.9%
Zink	315	8.1%	385	28.0%

The Beecher School District is not a wealthy district, yet the taxpayers support the schools. During the year 1971, the average income was \$8,000 - \$8,150 and the average cost of homes between \$13,000 and \$17,000, with very few in the \$25,000 - \$35,000 range.<sup>14</sup> Thirty per cent of the Beecher children were from families with incomes of under \$6,000. The millage rate paid by the citizens of Beecher during the 1971 year was 30.5 mills which was among the top 17 per cent for districts throughout the state.

Mr. Randall Coates, Superintendent of the Beecher Schools, concerned with the HUD project, dramatized the severity of the situation in his letter to George Romney, Director of the Department of Housing and Urban Development, by stating:

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<sup>14</sup>Letter to George Romney, Secretary of Housing and Urban Development, from Randall Coates, Superintendent, Beecher School District, Flint, Michigan, January 22, 1971.

"Because of these programs, the district now faces an immediate danger of seriously increasing a deficit already incurred in an effort to maintain a desirable education program. I fear our ability to provide quality education is being irreparably harmed."<sup>15</sup>

Township Supervisor, Mr. Donald J. Krapohl, in his Report to Joint Economic Committee in Beecher Schools,<sup>16</sup> May 25, 1971, reiterates Mr. Randall Coates' position. He states, "In general the criticisms are that these programs have brought a severe impaction in the Beecher school system and community at large, and that the local FHA Field Office has been negligent in not recognizing these problems and uncooperative in developing meaningful solutions."<sup>17</sup>

The principal criticism of the HUD program was the charge of excessive concentration of Section 235/236 assisted housing in the Beecher School District, both in particular neighborhoods and in the district, compared with other towns around Flint, Michigan.

The Flint Service Office records indicated the following geographic distribution comparing the Beecher District with the remainder of Genesee County excluding the City of Flint.<sup>18</sup>

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<sup>15</sup>Ibid.

<sup>16</sup>Report to Joint Economic Committee on Beecher School District, May 25, 1971.

<sup>17</sup>Ibid.

<sup>18</sup>Ibid.

TABLE IV  
GEOGRAPHIC DISTRIBUTION OF HUD HOUSING --  
BEECHER DISTRICT AND GENESEE COUNTY

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	<u>Section 235</u>	<u>Section 236</u>	<u>Both Programs</u>
Beecher Area	358	261	619
Rest of County	285*	---	285*

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(\* Includes 60 units without specified location)

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Of all the units (both 235 and 236) in Genesee County (including Flint), the Beecher School District received 24% of all HUD housing.<sup>19</sup> The District, however, has only 5 1/2% of the county's total population, and 10% of the non-white population of the county.<sup>20</sup> Excluding the City of Flint, Beecher School District has 10% of the remaining total population in the county and almost all of the remaining non-white population.<sup>21</sup>

Reflecting on the added burden of crowded school facilities, Table V, shows the impacted areas of the Beecher District. The majority of the HUD units were placed in the Zink, Northgate and Buell elementary boundaries. These units were already filled to capacity and also had a substantial number of disadvantaged students.

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<sup>19</sup>Ibid.

<sup>20</sup>Ibid.

<sup>21</sup>Ibid.



TABLE V  
IMPACTED AREAS OF THE BEECHER DISTRICT<sup>22</sup>

<u>Elementary Schools</u>	<u>Number of Homes</u>	<u>Number of Students</u>
Zink	64	256
Northgate	42	168
Buell	<u>66</u>	<u>264</u>
	172	688

(Determined by a school district survey, conducted by Joseph L. Hooper, Deputy Superintendent)

Financially, the problem magnified to disastrous proportions. The district suffered financially each year to such an extent that deficit spending in behalf of the school district's budget was common each year (as high as \$400,000+ one year).

The average household in the Beecher District for 1971 yielded two children. The average tax paid per household to operate the schools was \$305 per year. It cost the district \$800 per pupil to educate each child, thus the district lost \$1,095 on the average household. For 235 homes, the average number of school age children was four, thus a loss of \$2,895 per household.<sup>23</sup> Nationally, the average 235 home had 2.5 children per family.<sup>24</sup>

Mr. Randall Coates confirms another problem that the HUD housing provided in relation to special needs of these children. He states,

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<sup>22</sup>Letter to Romney from Coates, January 22, 1971.

<sup>23</sup>Ibid.

<sup>24</sup>Report to Joint Economic Committee.

" . . . there are an abnormally high number of children from these 235 owned homes that need special education or remedial teaching . . . "25

The Beecher District apparently qualified for the HUD Program because of the availability of water and sewers, and in both Mt. Morris and Genesee Townships lot restrictions were minimal.

This program of HUD 235 and 236 housing caused social instability. Mr. Randall Coates received the following reply when questioning the local FHA office concerning the Beecher situation: "When a builder comes to us with some lots and plans that meet our minimum specifications, we get him a fund reservation. We don't keep track of how many units we approve in a given area, we don't know the addresses and we are not about to get into the Social Services business. We are here to build houses only. Cut out the school frills such as athletics and special education and run split shifts."26 There was apparently no consideration given to this area, or to the people moving in from other areas.

It was not the intent of the Federal 235 and 236 program to cause instability but to encourage stable communities. With the block program in the Beecher Area, with all the homes going to "assisted buyers", the Beecher Community, already a low socio-economic area, became a "lower-than-before" community. There were situations where "235 approved homes have been built on either side of \$35,000 homes thus bringing down the value of the unassisted buyer's home."27 This also created instability.

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<sup>25</sup>Letter to Romney from Coates, January 22, 1971.

<sup>26</sup>Ibid.

<sup>27</sup>Report to Joint Economic Committee.

Not only were there problems as mentioned, but the construction of these units led to further problems. Complaints involved "lack of storm doors, screens, lawns, and in some instances, paved streets and roads."<sup>28</sup> These same homes were approved for the maximum mortgage limits permissible under the HUD 235 program (\$24,000).

Another major criticism was that of excessive delinquencies and foreclosures. "Two financial institutions with mortgages on 656 Section 235 homes in the county report 188 delinquencies and 19 foreclosures."<sup>29</sup> It was found that many of the families purchasing HUD homes came from Flint's public housing projects. "Some of these families even owed the housing authority as much as six month's back rent."<sup>30</sup>

Representative Donald W. Reigle (Michigan) put it as follows: "The Beecher fiasco illustrates the many ways that a program with seemingly worthy objectives can get into trouble."<sup>31</sup>

As a result of these concerns, the Genesee County Metropolitan Planning Commission of Genesee County, Michigan conducted a study to determine the characteristics of home owners and multi-family developments in default in federally subsidized mortgages.<sup>32</sup> Following are the findings of that study as it relates to the Beecher problem:

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<sup>28</sup>Ibid.

<sup>29</sup>Ibid.

<sup>30</sup>The Washington Post, February 16, 1971.

<sup>31</sup>Default Housing - Flint and Genesee County, Urban Planning Assistance Project No. Mich. P-350, April, 1974.

<sup>32</sup>Ibid.

### Findings of the Study

(The writer has paraphrased the statements for clarity.)

#### I. Homeowners Survey

1. It can be concluded, as hypothesized, that the majority of the subsidized homeowners are receiving public assistance and/or disability as a source of income.
2. Most non-default homeowners, 65 percent, were receiving public assistance as their only source of income; nearly half, or 41 per cent, of the default homeowners had only one source of income.
3. It was speculated that a major problem encountered for the subsidized homeowner in default is construction problems. Of those 94 homeowners in default who encountered problems after moving into the home, 80 percent had construction problems.
4. Of the 113 homeowners, 83 percent had construction problems.

#### II. Characteristics of the Homeowner and the Federally Subsidized Home

1. Of the 133 responses, 74 percent of the homeowners were female heads of household.
2. Nearly half, 46 percent, of the homeowners felt that the home was a poor buy, and only 27 percent felt that the home was a good buy.
3. Ninety-one (91) percent of the homeowners encountered problems after moving into the home.
4. Of the types of problems, 83 percent of those encountering problems had problems with construction, followed by plumbing problems at 44 percent.
5. Only 19 percent of those homeowners encountering problems

were able to get the problems corrected; almost twice that, 36 percent, said none of the problems were corrected.

III. Characteristics of Housing Occupied Prior to Purchase of the Federally Subsidized Home

1. Nearly one fourth, or 24 percent, of the homeowners lived in public housing prior to buying the subsidized home; and slightly more than three fourths, or 76 percent, had housing in the private sector.
2. Thirty-one percent of the homeowners moved because they wanted to buy a home, and 28 percent of the homeowners moved from their immediate prior housing because of overcrowded conditions.

IV. Characteristics of Subsidized Homeowners' Education, Income, and Family Composition

1. Sixty-four (64) percent of the homeowners did not finish high school.
2. The homeowners' source of income was 40 percent employment, 49 percent public welfare, and 8 percent from both sources.
3. The average monthly income was \$430.
4. Forty-four (44) percent of the families had 5-7 persons in the home, and 37 percent had 1-4 persons in the family.
5. Fifty-nine (59) percent of the families had 3-5 children living in the home and 23 percent had 0-2 children.
6. More than half, or 52 percent, of the families had some change in family composition after moving into the home.

V. Characteristics of Homeowners' Experience with Federally Subsidized Homeownership

1. As a result of buying the home, 62 percent of the homeowners had more money worries and 11 percent had less.

2. Forty-four (44) percent of the homeowners in mortgage default stopped making the payment because the payment was too high, 20 percent because they encountered severe hardship caused by illness or death, and 18 percent stopped making the mortgage payment because of construction problems.

On February 29, 1976, an article appeared in the Flint Journal, Flint, Michigan, retracing the history of the Beecher School District. The article once again reinforced the problems of the U.S. Department of Housing and Urban Development (HUD) Project in the Beecher District. "The problem of '235' and '236' federally subsidized housing had hit the district hard". Coates called it the "most flagrant abuse of federal power".<sup>33</sup> He further noted that the result was overloaded schools. Mr. Randall Coates said the 235 program was "as disastrous as the tornado, but nothing could have prevented the tornado".<sup>34</sup> (In 1953 a tornado ripped through the school district, leaving twenty-four Beecher students dead and 266 homeless. Forty (40) percent of the district's classrooms were destroyed. A total of 115 people were killed and more than 900 injured from the tornado.)

Many articles still point to the problem of 235 housing. One hundred fifty homes built with federal funds are still unoccupied. Almost weekly, an advertisement (such as the one which follows) appears:

Other problems relating back to the HUD Project have appeared recently. November 17, 1975, the front page of the Flint Journal -- "In what federal officials in Flint hailed as a major break in their investigation into the '235' low-income housing scandal, two Flint area

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<sup>33</sup>The Flint Journal, Section D, February 29, 1976.

<sup>34</sup>Ibid.

The Flint Journal, November 2, 1975.

EQUAL HOUSING  
OPPORTUNITIES

# HOUSES FOR SALE

AT PRICES YOU CAN AFFORD

EQUAL HOUSING  
OPPORTUNITIES

All offers, whether accepted or not, must be made in writing. The offer will be open at 5:00 P.M. on the day after the offer is made. The offer must be made in writing and must be accompanied by the required earnest money. The offer must be made in writing and must be accompanied by the required earnest money. The offer must be made in writing and must be accompanied by the required earnest money.

**FIRST COME  
FIRST SERVED**

**SPECIAL NOTICE**  
TO ALL SEEKING MORTGAGES AND HUD APPROVED MORTGAGES  
EFFECTIVE IMMEDIATELY, all Standard Single Rate Contracts for purchase of HUD approved homes under Section 223 (b)(7) and (b)(8) must be accompanied by the required earnest money. The offer must be made in writing and must be accompanied by the required earnest money. The offer must be made in writing and must be accompanied by the required earnest money.

## REPAIRED PROPERTIES

HUD CASE NUMBER	SALES PRICE	PROPERTY ADDRESS	CONSTR. TYPE	BEDS	BATH	HUD CASE NUMBER	SALES PRICE	PROPERTY ADDRESS	CONSTR. TYPE	BEDS	BATH
027691	13,300	5416 Alford	Ahm	4	1 1/2	040577	11,600	6263 LeBaron	Ash	3	1
028116	13,900	537 W. Baltimore	Ahm	3	1	032313	15,000	4014 LeBaron	Ahm	3	1
039704	12,800	6236 Bermuda	Ahm	3	1	029226	14,600	317 E. LeBaron	Ahm	4	1 1/2
028870	13,200	1363 W. Cass	Ahm	3	1	040285	12,400	6150 Magnolia	Ash	3	1
030195	12,400	1065 Clark	Ahm	3	1	039561	13,400	6224 Magnolia	Shac	3	1
037972	13,300	6248 Cypress	Shac	3	1	028332	14,000	5432 Mendel Berger	Ahm	3	1
030200	14,800	545 W. Eldridge	Ahm	3	1	041041	8,300	5459 Nasser	Wood	2	1
021316	13,000	6124 Flowerday	Ahm	3	1	021784	13,400	6088 Natcher	Wood	3	1
036214	14,400	1009 W. Genesee	Ahm	3	1	030412	14,400	1303 Peach Tree	Ahm	3	1
024596	13,400	1449 W. Genesee	Ahm	3	1	033025	15,300	2813 Pierson	Ahm	4	1 1/2
022515	14,400	6155 Hilton Lane	Ahm	3	1	029242	13,900	3289 Spring Valley	Ahm	3	1
022512	14,400	6173 Hilton Lane	Ahm	3	1	029250	12,500	414 E. Taylor	Ahm	3	1
022511	12,900	6179 Hilton Lane	Ahm	3	1	022298	13,400	6155 Tiam	Ash	3	1
022491	14,900	6180 Hilton Lane	Ahm	4	2	028321	13,400	2261 Tuby Beth	Ash	3	1
022508	13,400	6197 Hilton Lane	Ahm	4	2	028325	12,000	2291 Tuby Beth	Ahm	3	1
039782	12,900	525 E. Hobson	Ahm	3	1	028875	13,400	1502 W. Trammel	Ahm	4	1 1/2
038829	14,400	6629 Hillcrest	Ash	3	1	027538	16,900	5012 Windrop	Ahm	4	1 1/2
028842	14,500	1227 W. Knickerbocker	Ahm	4	1 1/2	033295	14,800	2730 Winner	Ahm	3	1
						030260	14,500	1817 Woodlin	Ahm	3	1

NOTE: Starting Nov. 4, 1975, any offer submitted in writing will be considered non-accepted.

## PROPERTIES AVAILABLE AS-IS — CASH SALES

The Department of Housing & Urban Development is offering first mortgage loans to the public for cash. The amount of the loan is \$10,000 to \$20,000 per property. The loan is for a term of 30 years. The interest rate is 12% per annum. The loan is for a term of 30 years. The interest rate is 12% per annum. The loan is for a term of 30 years. The interest rate is 12% per annum.

## LEAD-BASED PAINT HUD REQUIREMENT

The Department of Housing & Urban Development is offering first mortgage loans to the public for cash. The amount of the loan is \$10,000 to \$20,000 per property. The loan is for a term of 30 years. The interest rate is 12% per annum. The loan is for a term of 30 years. The interest rate is 12% per annum. The loan is for a term of 30 years. The interest rate is 12% per annum.

Figure 3

Advertisement for Sale of Unoccupied 235 Homes

# FLINT AND MT. MORRIS AND GENESEE TOWNSHIP PROPERTIES

PRO CAS#	SALES	PROPERTY	PRO CAS#	SALES	PROPERTY	PRO CAS#	SALES	PROPERTY	PRO CAS#	SALES	PROPERTY
NUMBER	PRICE	ADDRESS	NUMBER	PRICE	ADDRESS	NUMBER	PRICE	ADDRESS	NUMBER	PRICE	ADDRESS
043934	2,500	2006 Adams	030134	6,720	1077 W. Downey	049409	12,260	1412 Holwell Ct., Burton	013431	2,300	413 W. Bustin
027671	7,070	5305 Adel	005940	4,370	1330 E. Downey				030316	8,000	337 E. Ridgeway
027699	5,900	5440 Adel	030206	4,280	1043 Dunbar	020041	5,000	642 E. Hallbrook	041037	4,070	210 Russell
026665	9,200	149 E. Alton	023004	7,140	5357 Franklin	041053	5,500	246 E. Home	040941	6,350	426 E. Russell
032672	970	117 E. Austin	041094	7,500	5465 Franklin	020050	4,600	1021 Jewell	040921	11,500	1617 Russell
042013	4,900	249 E. Austin	049701	6,070	5509 Franklin	041737	3,000	410 Josephine			
043746	3,500	2517 Avenue A	042372	8,410	2125 Florence	030074	3,960	1057 E. Judith	039384	7,800	633 E. Ruth
030242	6,600	1402 Barbours	017406	6,830	4509 Florence	030335	7,300	1235 Judith	037351	4,600	637 E. Ruth
034418	5,160	1926 Basil Lane	030311	7,000	426 E. Fox	030035	6,410	1251 W. Judith	045481	11,700	2251 Savoy, Burton
025752	8,600	7293 Bates	040054	6,315	3525 Foster	032962	7,000	1439 W. Judith	045701	11,800	1705 Shawbrook
039149	13,200	1615 Bellbrook	030040	3,500	1074 E. Geneva	020064	5,160	1518 W. Judith	027531	5,350	6194 Stem Lane
043112	5,300	5436 Bermuda Lane	019947	16,700	3022 Gloucester	016672	9,000	3415 Keller	022532	6,450	6200 Stem Lane
044416	5,750	5465 Bermuda Lane	021352	3,920	120 E. Gloucester	044363	12,700	2442 LeVelle	040040	8,800	3424 Sterling
049114	6,600	6157 Bermuda Lane	047309	7,000	214 E. Gloucester	070327	9,215	414 W. Lincoln	027557	13,700	641 E. Stewart
050230	10,100	3726 Burgess	032502	1,500	137 Green	044435	6,360	1363 Louis	045507	15,000	6002 Swan
024094	5,490	1218 Camellia	040050	9,500	401 Green	027803	5,500	317 E. Lyndon	021644	3,650	111 E. Taylor
030431	11,000	7202 E. Carpenter	029613	11,700	414 Green	046509	11,100	1014 Marlene	041260	5,700	6214 Telen
040066	12,500	1921 Canale	041109	9,450	4216 Greenbush	043639	3,600	2729 Mason	039635	4,300	709 Westmeadow
021415	7,000	1412 W. Caldwell	010006	8,000	5507 Harvard	030639	7,800	655 Maurice	042973	10,100	418 White
025297	7,440	1219 N. Canal	027520	7,060	5012 Harvard	070065	1,110	355 E. Maudie	049082	10,000	5107 Woodford
030175	8,140	1500 S. Canal	022501	7,190	6230 Hillman Lane	030197	6,600	1101 Morris Hills Flwy.	039670	5,470	5016 Woodrup
029455	4,300	6172 Cypress				030324	5,030	1105 Morris Hills Flwy.	020433	8,710	1250 W. Yale
047331	6,900	4110 Dunsally				025925	5,620	6115 Nell Road	030307	10,050	1415 Yale
						026961	2,600	506 W. Newton	040957	5,670	402 W. York
						024517	4,640	7100 O'Brien	047786	10,000	409 E. York
						030749	15,500	6708 Orange Lane			
						047563	7,800	6272 O'Toole			
						423110	800	414 E. Patterson			
						032145	1,000	910 E. Philadelphia			
						033218	12,800	7025 E. Pearson			
						043434	5,500	322 E. Piper			
						017704	3,500	625 E. Piper			
						033391	12,200	3042 Proctor			

## SPECIAL NOTICE: ALL SELLING BROKERS \*\*NEW AS-IS SALES PROCEDURES\*\*

Call (MT) Date: Nov. 10, 1975, 4 P.M. Bid Opening: Nov. 11, 1975, 11 A.M.

Properties not sold will be First Come - First Serve Through Nov. 21, 1975

NOTICE: Nov. 17, 1975, both owner accepted and owner bids shall be submitted simultaneously during the same 10 day bidding period, there will be no longer be separate bid openings for owner acceptance and auction. All BIDDERS AND PURCHASERS MUST BE NOTIFIED BY THE CHIEF CLERK OF THE PROPERTY.

PROPERTY OR INTEREST THEREIN IS ALL OWNED BY THE PURCHASER OR INTEREST THEREIN BY A PURCHASER, UNLESS OTHERWISE SPECIFIED IN THE NOTICE OF SALE. (Through OCCURRENCE OF A PURCHASER'S BIDDING OFFER, BIDDERS MUST ACCEPT AND NOT BE REOPENED.)

1. The offer to - own interest from owner acceptance, or
2. Owner acceptance purchase offer, are specified to be irrevocable at the time of the bid opening.

The required procedure for submission of or a sealed bid is:

1. The date of the multiple must include:
  - a. The date of the offer.
  - b. The date of the offer.
  - c. The date of the offer.
  - d. The date of the offer.
2. All offers must include:
  - a. A letter of intent (L.O.I.) and then it must state the required special conditions.
  - b. Three copies of the offer (L.O.I.), one original and two copies to be submitted.
  - c. The original must be a letter of intent or money order (for personal, company checks or funds) indicating how the offer will be accepted.
  - d. One copy of the bid form (see below).

Notes: Note that the purchaser purchase offer will be open 10 days after the bid opening. If the offer is not accepted, all bids received without the appropriate signed statement must be returned to the bidder. If the offer is not accepted, all bids received without the appropriate signed statement must be returned to the bidder. If the offer is not accepted, all bids received without the appropriate signed statement must be returned to the bidder.

Estimate submitted with any of the above must clearly be submitted to the appropriate and immediately returned. Please note: all estimates of price and fully aware of the new procedure to avoid confusion and misunderstanding.

FARMER'S MARKET REQUIRED - 50% OF 5000 OR MORE IN A YEAR

RESULTS OF BID  
WILL APPEAR IN  
FOLLOWING THURS.  
PAPER.



234-5621 EXT. 364

Department of Housing and  
Urban Development  
Equal housing opportunities  
432 N. Saginaw St.



FLINT, MICH.

CONTACT ANY  
REAL ESTATE  
BROKER

029442 1317 Avenue B  
033167 610 Canton



businessmen pleaded guilty Tuesday to charges they conspired to defraud the U.S. government and bribe public officials".<sup>36</sup> The article further states: "The two men were pleading guilty as a result of a plea-bargaining agreement in which they promised to cooperate with the federal government's investigation of the scandal-ridden '235' housing program". Both were given prison terms, and as of this date, April 2, 1976, the investigation is still continuing. One of the businessmen confirmed Mr. Krapohl's investigation by stating, "He had pleaded guilty to three counts of a 77-count indictment which charged that he had made false statements to HUD in connection with qualifications of persons for mortgages backed by the federal government". Under the "235" program, families qualified for ownership of a single-family home if they were able to pay \$200 as a down payment and meet the federal economic standards.

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<sup>36</sup>The Flint Journal, Front Page, November 19, 1975.

## CHAPTER III

### DESIGN OF THE STUDY

This chapter consists of the method used in selection of students for the Dolan Junior High School Work Experience Project, the funding of the project, where the work stations were located, specific tasks for each student, the role of Parent-Counselors, and the actual research procedure used.

#### Methodology

##### Criteria for Selection of Students

Dolan Junior High seventh, eighth and ninth graders were selected for the work experience project.

The following criteria were used as a basis for selecting those students that were to be participants in the work experience project:

1. Low socio-economic level for the family
2. Poor health
3. Poor housing
4. Problems with public safety agencies
5. Unstable families and related problems
6. Poor grades and repeated subject failure
7. Over-average age for grade placement
8. Attitude and adjustment problems
9. Seeming lack of motivation

10. Frequent absences and tardiness

11. Low level of participation in school sponsored activities

Those students whose individual characteristics were thought to be present in eight of the eleven characteristics listed above, as determined by counselors, administrators and teachers, were selected as participants. Numbers were used to identify each individual student throughout the study.

### Funding

Because of the nature of the program, it was necessary to seek funding. Students were paid \$1.50 per hour for their work. The decision to pay the students was based on the fact that the students selected for this program were students whose financial needs were not being met sufficiently to allow them to enjoy those things considered important to boys and girls in this age group, such as social activities requiring money, school functions requiring money and desired items such as gum, candy and pop.

There was also the expense of mileage for parent-counselors traveling from one student station to another.

Funds for this project were made available by the DeWaters Charitable Trust of Flint, Michigan. For the period of January 29, 1973 to June 8, 1973 they were as follows:

Salary for Students . . . . .	\$8,374.73
Mileage for Parent-Counselors . . . . .	<u>131.90</u>
Total Expended . . . . .	\$8,506.63

### Student Stations

Work stations for students were mostly in the Dailey and Zink Elementary Schools. However, some stations were held in the Dolan Junior High School and a few in local businesses.

Some examples of these stations and general assignments were:

1. Student aides -- assisting the teacher with small group study, supervision of playground, listening to students read, grading of papers and various miscellaneous activities requested by the teacher.
2. Office assistants -- collecting absence slips, running errands, acting as a receptionist and assisting with other office tasks.
3. Business helpers-- stocking shelves, repairing broken merchandise, finding merchandise for the customer, setting up displays and other job related activities.

### Specific Tasks

The specific tasks for each student were as follows:

1. Specific tasks were clearly developed so that student workers would know exactly what they were expected to do and their supervisor would be able to rank their success in a manner that would be clear to both the student-worker, to the student-worker's volunteer parent-counselor and to others.
2. All work stations provided opportunities for meaningful learning. The tasks required effort and learning of new things so that the student-worker would develop pride in his achievement.
3. Each student-worker was supervised by a sympathetic adult. The supervisor explained and demonstrated each new assignment to the student-worker. The supervisor also informed the

student-worker how well he/she was doing so the student-worker could improve his performance and demonstrate ability to learn from experience.

4. Every effort was made to relate the assigned work activities to academic learning improvement for the student-worker. Tutoring of younger children gave a student-worker the chance to practice his own academic skills and to improve them by teaching another. Clerical work for teachers or other school personnel gave the student-worker many opportunities to use his/her language, reading and mathematical skills.

#### Parent-Counselors

The parent-counselors were primarily parents of the individual student when available. Other local, concerned parents were added as parent-counselors. Each parent-counselor was given an in-service program on skills and the content of the entire program.

Each parent-counselor visited the individual while working at his individual station, discussing such items as attendance, likes and dislikes on the job and his achievements, trying to keep all comments on a positive level.

#### Pre- and Post-Testing

The instrument used in evaluating the "Self-Concept" of the individual student was a modified form of Wilbur B. Brookover's, "Self-Concept of Ability and School Achievement" (Appendix F).

Brookover states the complexity of the problem of "self-concept" research in his 1967 research project, when he states, "To say that contradictory findings exist would be meaningless since these studies

share little beyond the label of self-concept research."<sup>1</sup> He further states, "Although one treatment in the earlier experiments showed some promise of success (referring to his 1965 research on Self-Concept of Ability and School Achievement, II) we have little knowledge about what social environments will produce either changes in self-concept of ability or the motivation to behave in accord with the maximum limits of that ability. The creation of social environments which will result in maximum levels of learning is a major challenge to contemporary educators and behavioral scientists."<sup>2</sup>

The "Self-Concept of Ability and School Achievement" instrument was administered on the first day of the program, January 29, 1973, and on the final day of the program, June 8, 1973.

In Brookover's 1965 research project he defined the "general self-concept of academic ability as the evaluation one makes of oneself in respect to the ability to achieve in academic tasks in general as compared to others."<sup>3</sup>

For his study, the term was measured by the responses of a subject to the Michigan State General Self-Concept of Ability Scale. The test consisted of eight five-choice items developed from a pretest analysis.

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<sup>1</sup>Brookover, Wilbur B., Erickson, Edsel L. and Joiner, Lee M.; Self-Concept of Ability and School Achievement, III, Educational Research Series, Number 36, Cooperative Research Project, Number 2831, February 1967.

<sup>2</sup>Ibid.

<sup>3</sup>Brookover, Wilbur B., LePere, Jean M., Hamachek, Don E., Thomas, Shailer and Erickson, Edsel L.; Self-Concept of Ability and School Achievement, II, Educational Research Series, Number 31, Cooperative Research Project, Number 1636, October 1965.

### Reliability

The scale, consisting of eight multiple choice items, originally formed a Guttman scale with coefficients of reproducibility of .95 males and .96 for females for 1050 seventh grade students in the "Oldtown" public school system. In the eighth and ninth grades, random samples of 35 males and 35 females indicated that these items retained a scale form with reproducibilities of .96 and .97 for males in the two years and .92 and .93 for females in the same two years. In addition, the scale had reliabilities calculated by Hoyt's Analysis of Variance of .82, .91, .92, and .86 for males, and .77, .84, .84, and .84 for females for the 7th, 8th, 9th, and 10th grades.<sup>4</sup>

Brookover noted that the evaluation which a person perceives others to hold of him is viewed as the major factor in the formation and maintenance of self-concept. The correlations in Table VI reveal that there is a strong relationship between self-concept of ability and the perceived evaluations of academic ability held by others.<sup>5</sup>

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<sup>4</sup>Ibid.

<sup>5</sup>Ibid.

TABLE VI  
CORRELATIONS BETWEEN PERCEIVED EVALUATION OF  
OTHERS AND GENERAL SELF-CONCEPT

Grade	Mother/ Father	Teacher	Friend	Total
7th Grade * (N = 110)	.50 .52	.55	.47	.58
Grade	Parents	Teacher	Friend	Total
8th Grade (Males N = 731)	.64	.49	.50	.60
(Females N = 751)	.75	.63	.58	.74
9th Grade (Males N = 446)	.76	.72	.75	.82
(Females N = 508)	.82	.77	.79	.83
10th Grade (Males N = 425)	.72	.75	.71	.82
(Females N = 517)	.79	.79	.76	.84

\* Males and Females Combined

#### Survey of Records

A complete survey of the students' grades, attendance and tardiness records was conducted both first and second semester for comparisons.



## CHAPTER IV

### DATA ANALYSIS

This chapter describes the techniques used in the (1) analyses of the data, (2) presents the findings and (3) delineates the findings.

Part "A" includes the "Comparison of Means" on grade-point (GPA), attendance, tardiness and attitude; Part "B" to include the results of testing hypotheses one and two; Part "C" to include the results of testing hypotheses three and four.

#### Part A - Comparison of Means

	<u>Group A</u>	<u>Group B</u>	<u>Total (A &amp; B)</u>
Pre-GPA	1.86098	1.29812	1.72657
Post-GPA	1.83902	1.17250	1.67985
Pre-Attendance	.58686	1.19438	.73194
Post-Attendance	.57627	1.57187	.81403
Pre-Tardiness	.68373	.59250	.66194
Post-Tardiness	.46529	.38375	.44582
* Pre-Attitude	36.90196	39.87500	37.61194
* Post-Attitude	34.17647	37.31250	34.92537

\* The lower the score, the better the attitude.

Group (A) are those students employed and in the program from January 29, 1973 to June 8, 1973.

Group (B) are those students who were dropped or dropped from the program for a period of less than two months.

By using the analysis of variance in one dimension, the F ratio tells us whether the experimental variable has had a significant influence on the scores. The accepted level of significance for this study was arbitrarily set at  $p < .05$ . All data, for these hypotheses, were scored, compared and tested for significance using the Control Data Corporation computer at the Michigan State University Computer Center. After statistically controlling for the pre-test variables, the results were as follows:

#### Part B - Results of Testing Hypotheses One and Two

The technique of analyses used to test these hypotheses was (1) analysis of means; (2) analysis of variance ratio, computing F for samples of unlike size.

Hypothesis 1. A negative or zero achievement change will occur when comparing semester grades, attendance and tardiness records of students before and after they entered the work experience program for those dropping out of the program as compared to those completing the program.

Table VII presents the data for the F-test variable grade-point average (GPA). The effect of the program on grade-point average (GPA), comparing Group (A) to Group (B), was proven to be significant at  $p < .05$ . This indicates that completion of the program (Group "A" students) had a positive effect on grade-point (GPA) as compared to those students failing to complete the program (Group "B" students).

TABLE VII  
ANALYSES OF VARIANCE OF MEAN DIFFERENCES FOR GROUP "A"  
AND GROUP "B" ON GRADE-POINT AVERAGE

Group	N	Means	
		Pre-Post	$\alpha$
A	51	.02	.060
B	16	.23	.004

$$X = .07$$

$$df = 65$$

$$F = 189.83$$

$$P < .05$$

Table VIII presents the data for the F-test variable attendance. The effect of the program on attendance in school, comparing Group (A) to Group (B), was proven to be significant at  $p < .05$ . This indicates that completion of the program had a positive effect on the student's attendance as compared to dropping out of the program.

TABLE VIII  
ANALYSES OF VARIANCE OF MEAN DIFFERENCES FOR  
GROUP "A" AND GROUP "B" ON ATTENDANCE

Group	N	Means	
		Pre - Post	$\alpha$
A	51	.01	.04
B	16	.48	.07

$$X = .12$$

$$df = 65$$

$$F = 704.18$$

$$P < .05$$

Table IX presents the data for the F-test variable tardiness. The effect of the program on tardiness, comparing Group (A) to Group (B), was proven to be insignificant at  $p > .05$ . This indicates that completion of the program had no effect on the student's tardiness rate, as compared to those not completing the program.

TABLE IX  
ANALYSES OF VARIANCE OF MEAN DIFFERENCES FOR  
GROUP "A" AND GROUP "B" ON TARDINESS

Group	N	Means	
		Pre - Post	$\alpha$
A	51	.21	.01
B	16	.21	.45

$$\bar{X} = .21$$

$$df = 65$$

$$F = .01$$

$$P > .05$$

Hypotheses 2. A negative or zero attitude change will occur in the students' self-concept about their ability to achieve at school for those dropping out of the program as compared to those completing the program.

Table X presents the data for the F-test variable of attitude. The effect of the program on attitude, comparing Group (A) to Group (B), was proven to be insignificant at the .05 level of confidence. This indicates that completion of the program had no effect on the student's overall attitude, as compared to those not completing the program.

TABLE X  
ANALYSES OF VARIANCE OF MEAN DIFFERENCES FOR  
GROUP "A" AND GROUP "B" ON ATTITUDE

Group	N	Means	
		Pre - Post	$\alpha$
A	51	2.73	.94
B	16	2.57	.92

$$\bar{X} = 2.69$$

$$df = 65$$

$$F = .306$$

$$P > .05$$

#### Part C - Results of Testing Hypotheses Three and Four

The techniques of analyses used to test these hypotheses were (1) analysis of means; (2) analysis of variance tests of significance, computing F for samples of like size.

Hypothesis 3. A positive achievement change will occur when comparing semester grades, attendance and tardiness records of all students before and after they entered the work experience program.

Table XI presents the data for the F-test variable grade-point average (GPA). The effect of the program on grade-point average (GPA) was close to statistically significant at  $p < .072$ . To be significant, however, p had to be .05. Therefore, the program had no significant effect on grade-point average (GPA).

TABLE XI  
ANALYSES OF VARIANCE OF MEAN DIFFERENCES  
ON GRADE-POINT AVERAGE

Variable	Means	Standard Deviation
Pre-GPA	1.72657	.72124
Post-GPA	1.67985	.77815

N = 67

df = 65

F = 3.282

P > .05

Table XII presents the data for the F-test variable attendance. The effect of the program on attendance was significant at  $p < .05$ . This indicates that completion of the program, and failure to complete the program, had a positive effect on the students' attendance, whether or not they completed the program.

TABLE XII

## ANALYSES OF VARIANCE OF MEAN DIFFERENCES ON ATTENDANCE

Variable	Means	Standard Deviation
Pre-Attendance	.73194	.60885
Post-Attendance	.81403	.69937

N = 67

df = 65

F = 5.998

P &lt; .05

Table XIII presents the data for the F-test variable tardiness. The effect of the program on tardiness was insignificant at  $p > .05$ . Thus we can conclude that the program had no effect on the tardiness rate of the students.

TABLE XIII

## ANALYSES OF VARIANCE OF MEAN DIFFERENCES ON TARDINESS

Variable	Means	Standard Deviation
Pre-Tardiness	.66194	.58206
Post-Tardiness	.44582	.32809

N = 67

df = 65

F = 5.178

P &gt; .05



Hypothesis 4. A positive attitude change will occur in the students' self-concept about their ability to achieve at school, for all students before and after they entered the work experience program.

Table XIV presents the data for the F-test variable on attitude. The effect of the program was insignificant at  $p > .05$ . This indicates no positive effect on the variable of attitude for those students in the program.

TABLE XIV  
ANALYSES OF VARIANCE OF MEAN DIFFERENCES ON ATTITUDE

Variable	Means	Standard Deviation
Pre-Attitude	37.61194	7.03876
Post-Attitude	34.92537	5.98562

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N = 67  
df = 65  
F = 3.398  
P > .05

#### Summary of Findings

Table XV presents a summary of all findings. Of the eight variables tested, three were found to be significant at the  $p < .05$  level.

TABLE XV  
SUMMARY OF FINDINGS

Dependent Variables	Significant Differences
Higher grade-point for Group "A" over Group "B"	supported at $p < .05$
Better attendance for Group "A" as compared to Group "B"	supported at $p < .05$
Better tardiness record for Group "A" as compared to Group "B"	not supported
Better self-concept about their ability to achieve	not supported
Higher grade-point for all students	not supported
Better attendance for all students	supported at $p < .05$
Better tardiness records for all students	not supported
Better self-concept about their ability to achieve for all students	not supported

Chapter V will contain conclusions and suggested recommendations for further study.

## CHAPTER V

### CONCLUSIONS AND RECOMMENDATIONS

Chapter IV presented the findings and summarized the tests of the underlying hypotheses of this study, which examines the effectiveness of the Dolan Junior High School Work Experience Project. This project resulted, in part, from the rapid increase of houses in the Beecher Community School District and the resulting sharp growth of school population. This chapter draws conclusions from the findings and contains recommendations for further study and action.

#### Conclusions

Within the limitation of this study, the following conclusions are made:

1. The major area found to be significant was that of improved attendance, comparing the second semester to the first.
2. Those completing the program had a greater improvement in the area of grade-point average.
3. All other areas; tardiness, attitude toward academic achievement, and over-all grade-point average comparing both groups together, were not found to be statistically significant.
4. This study illustrates the interdependence of community agencies and institutions. Large changes brought about by one agency (in this case, housing) tend to affect other community agencies (the local schools). Planners need to always be alert to the

results of such actions.

### Recommendations

A review of the Dolan Junior High School Work Experience Project indicates the following recommendations for further study:

1. Expand the program to allow for at least three years of funding and coordination. This would provide a greater incentive for students to remain in the program, knowing that the financial benefits would carry over for three years.
2. Survey other work-study programs to gather data as to the long-range effects of such programs.
3. Employ one staff member as coordinator of the entire program. This would provide the continuous supervision needed to make the program accountable.
4. Investigate "work-study" programs of local and intermediate school districts developed under the Michigan State Plan for Vocational Education. In addition, specific areas to be included the advisability of such classes as "job exploration" and "decision-making skills" should be considered. Career units and occupational information systems related to the Michigan Plan should also be investigated.
5. Study should be made of the desirability for developing "waiting lists" of students who wish to enter the program as vacancies occur. Such plans might provide greater motivation for the waiting students as well as for those already admitted.
6. Investigate the relationship of work-study in a total Career Education curriculum in a local school district or districts.

7. Carry on a follow-up study of students who were involved in a work-study program.
8. Study the preparation needs of personnel who teach or administer work-study programs.

**APPENDIX A**

**"HUD'S BIGGEST HOUSING EFFORT  
RUNS INTO TROUBLE IN MICHIGAN"**

# HUD's Biggest Housing Effort Runs Into Trouble in Michigan

By Peter Bruckner

Washington Post Staff Writer

FLINT, Mich.—The crisis in the suburban Beecher school district just north of this gritty auto workers city has received little publicity. But it has opened up a host of questions about the federal government's biggest single housing effort for low-income families—the so-called Section 235 program.

For George Romney, the Nixon administration's energetic Secretary of Housing and Urban Development, "235" has been a key to speeded-up housing production.

Under the 235 program, HUD's Federal Housing Administration not only insures mortgages on new houses (up to \$24,000) but also subsidizes the low-income buyer's monthly interest payments.

Hard hit by the "tight money" recession in conventional home building, private developers have flocked to the program. In the year ending June 30, 141,000 new homes will be built under it, and the rate next year is due to hit 160,000.

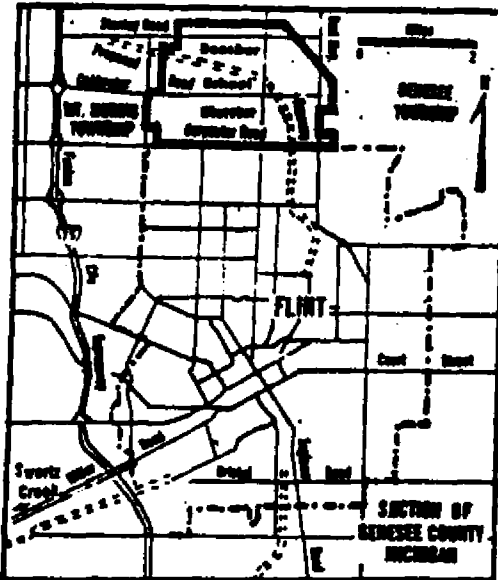
The goals set by Congress are clear: to give black and white low-income families the stabilizing responsibilities of home ownership in the suburbs as well as in the cities through "geographic dispersion."

To the integrated Beecher school district, however, the 235 program in the past 18 months has become a bureaucratic monster—importing hard-won rental and educational programs. This month, the Nixon administration quietly banned any more 235 construction by private builders in the 5-square-mile Beecher District. And HUD officials in Washington say a broader look at the administration of the whole program may soon be under way.

"We are getting the word out to builders," said John Kane, now deputy director of the HUD area office in Detroit. "We take the situation seriously."

The HUD decision to hold up 235 construction in Beecher came nine long months after school and township officials first warned Romney that the federally aided concentration of low-income housing in Beecher was having a "disastrous effect" on schools and, eventually, on racial balance.

"When I first got into this thing," said Willie Wharton, a black community organizer for the Flint Urban League, "I thought the opposition in Beecher was racial. But it isn't. The fact is that the FHA was running the program for the benefit of builders at the expense of the community."



The troubled Beecher School District, north of Flint.



THOMAS M. HUTCHINSON

... "the poor are all over" — the irony lies in Beecher's character prior to the 1970 influx as one of the few integrated suburban communities in the nation with a stable low-income population of blacks and poor whites. For four years, as Schools Superintendent Randall Costen, 54, noted, the 25,000 population of the five-mile-square bi-racial district has been racially stable: 70 per cent white, 30 per cent black. Moreover

the over-all school population held the same ratio; there was no census of whites. Now, Costen says, the census has begun.

Moreover, blacks and whites have shared in school teaching and administration. The school board comprises seven whites and two blacks, including the new president, 45-year-old Luther Pittman, a Dutch parts inspector. He said he was the first of his race to head a "closed board" in Mt. Morris Township.

"The community had reached a point where the races are living together and it has been that way for three to five years," Pittman said after a board meeting last Wednesday. "Overcrowding of the schools is our paramount concern. We do not have a racist angle."

"We aren't against the 235 housing program, or the 236 (apartment) program. We know the people in the inner city need housing," said Superintendent Costen. "But we are against the way it has been administered. We had one of the model integrated school systems in Michigan and now it is being ruined."

Yet, Thomas Hutchinson, the veteran FHA director in Flint, has made commitments to local builders to construct a total of 710 "235" and "236" housing units in the tiny Beecher district—more than he allotted to all the other Flint suburbs in sprawling Genesee County (pop. 441,000).

The more affluent suburbs, such as South Creek southwest of Flint, got only a half-dozen 235 units, and Flushing and Clayton Townships to the west were allotted none at all.

In an interview in the Flint FHA office, Hutchinson said he had no "special guidelines" to do otherwise, except for vague talk of "geographic dispersion." The impact of housing—any housing—on a community's schools was not his business, nor was racial balance.

"These people need houses. They're all red-blooded Americans," he said. "The poor are all over."

"We are dealing with indi-

vidual houses," he said, after noting that he kept no track of low-income housing locations. "Our goal, as far as I can see, is this: Is there a market?"

There were some requirements, notably that water and sewers were on the site, and there were cost limits (\$24,000 for a four-bedroom house). But, as Hutchinson noted, the builder took the initiative in site selection. Then, FHA committed itself to insuring the mortgage and paying interest subsidies. The builders could not lose, selling "FHA-approved" houses at up to \$24,000.

"A builder is in there for business," Hutchinson said.

From a developer's point of view, as Costen and others observed, Beecher District was ideal: sewer and water facilities were in place; retained controls and the minimum lot size (6,000 sq. ft.) lent themselves to quick low-cost development; and, due to Beecher's already integrated status, there would be fewer objections raised by officials or by their outworker constituents to an influx of inner city blacks—and poor white migrants from Appalachia.

So last spring, with Hutchinson's approval, the developers got busy. As Donald J. Krapohl, the \$12,000-a-year supervisor of Mt. Morris Township, observed: "A township has few powers. We had started a master plan (with \$60,000 in HUD help and \$12,000 in township money) and over-all zoning before the 235 came but it is still not ready."

And Beecher shows it. Its nine modern brick elementary schools, junior high school, library and high school complex and a fire station are the only relief in a typical Genesee County pattern of modest subdivisions, patches of abandoned farmland, and ugly new, along Coldwater Road, and Bagshaw Street and other avenues leading into Flint's dreary North End.

Not only did the FHA allow builders to concentrate in Beecher district, but they also permitted them to cluster the 235 houses and families within the district—30 houses in two trailer rows on West Alder Street, eight on Rosefield Street, dozens on West Geneva Street.

"It's what I call federally aided ghetto creation," said Krapohl.

The impact on the Beecher Schools was apparent last fall. Overall, with the 235 and 236 building underway, Costen saw a late increase of 16 per cent in school enrollment by sex fall—1,100 new pupils, most of them "disadvantaged" by HEW standards and 70 per cent of them from welfare families.



A row of FHA "236" Beecher district housing.

"This is not a rich community," Costas said. "The average household income is \$8,000. Seventy per cent of our wage earners work for General Motors. But they have really supported the schools. Now it's all being drowned."

The impact on the schools has not gone unnoticed by the newcomers in the Section 236 housing. Said Barbara Dunn, a white mother of five on Arad Street. "I know it's overcrowded. They want to take my daughter out of there and move her and all the kindergarten kids to another place."

Costas sees double shifts, transfers, and reduction of classroom hours as the only possible responses to meet enrollment.

In addition to the impact on Beecher schools, the 236 program has also produced scores of complaints of shoddy construction, excessive profits, or unfulfilled promises against the three major developers involved in Beecher building. In the neighboring Genesee County Model Cities area, a local Model Cities staff played watchdog. But in the Mt. Morris Township section of Beecher, no such helping hand existed. Willie Whetson of the Urban League had been investigating 236 defects within Flint's own ghettoes, and later collected complaints in Beecher.

"I haven't had any flood of complaints," said Hatchison, who defended the developers. "The builders are all old-timers."

Whetson said, "Hutchinson wouldn't act. So we took about 75 complaints to HUD in Detroit. We're now down to 15."

But, as Whetson noticed during a tour of Beecher's 236 houses, new complaints

keep cropping up. On Afad Street, Mrs. Bobby Nelson, with two children and a low-paid husband, pointed to the cracked wall, and air-leaking windows (in 24 degree weather). "Sure, this is better than what we had if only they'd fix up what's wrong, and give you the things they promised. My gas and electric bill will be up to \$45 a month."

No provision was made by FHA to monitor the complex transaction between hard-selling developer and subsidized low-income buyer, or to educate the newcomers, particularly welfare mothers, in home maintenance.

From Detroit, William Whitbeck, who took over last August as HUD area director, began to look into the Beecher situation last fall. Whetson and others credit him with good intentions, especially after Superintendent Costas filed a lengthy report with HUD Jan. 22. "I take their complaints seriously," Whitbeck

told The Washington Post last week. An investigation of local FHA practices is reportedly under way, and new instructions are being drafted.

"We have the muscle," said John Kane, Whitbeck's deputy. "The builders are bagging us for 236 houses. We intend to use it."

A Supervisor Krapohl's investigation, a case 236 developer, Whittier Building Co. (Robert and Sam Guttman), was banned from the Mt. Morris Township portion of Beecher last April. But the township failed in court to ward off building of a 155-unit low-income apartment project, under the 236 program. Town officials argued that since there were some 200 vacant houses in the Beecher district, why the emphasis on subsidizing new rental housing and "potential slums" if not to help out the builders?

Now, as Kane noted, a total ban on new 236 construction—but not on multiple-unit 236 housing—is in

the offing for Beecher. Kane said new efforts would be made to deal with the "social" aspects of housing—which is common practice with government-built public housing projects. But unlike standard public housing, the Section 236 program contains no provisions for special extra federal school aid to soften the impact on local communities.

As Rep. Donald W. Riegle (R-Mich.) put it, the Beecher fiasco illustrates "the many ways that a program with seemingly worthy objectives can get into trouble."

As Riegle and other observers of the Beecher crisis noted, there may be a more far-reaching effects if HUD does not force its field men to think in terms of "impact" as well as "production" of low-income housing. One may be a growing public antipathy to building any 236 housing, stronger hostility to even token integration in the suburbs, and a loss of faith in any federal effort.

### Read this first!

(Continued from previous page)

— Thanks to the 236 "clusters," some schools got hit hard already. At the Kirk elementary school, for example, these classes are being held in the basement; the school's percentage of disadvantaged rose from 8 per cent to 25 per cent. Accordingly, Costas said, the school changed from 154 white-181 black to 156-205. "The balance has tipped," Costas said sadly. "The whites are moving."

With each new 236 household having an average of

four school children—twice the Beecher average—the school district suffers a revenue loss of \$800 per pupil. Moreover, already in the top one-sixth in tax rates among Michigan school districts, Beecher is hard up for revenue. A planned revenue increase has been laid off the tax rolls. A two-mill building levy was defeated last June; the comfortable present tax-to-pupil ratio of 1.36 will increase to 2.32, despite state aid, by Costas' reckoning.

Now read top of this page



APPENDIX B

REPORT TO JOINT ECONOMIC COMMITTEE ON

BEECHER SCHOOL DISTRICT

May 25, 1971

REPORT TO JOINT ECONOMIC COMMITTEE ON  
BEECHER SCHOOL DISTRICT

This Report reviews the status of and criticisms leveled against activities under the Section 235/236 housing subsidy programs in Beecher School District, Genesee County (Flint), Michigan. In general the criticisms are that these programs have brought a severe impaction on the Beecher school system and community at large, and that the local FHA Field Office has been negligent in not recognizing these problems and uncooperative in developing meaningful solutions. The Report first describes the general background of the situation and then evaluates both the general and a number of specific criticisms.

The Report makes clear that the Section 235/236 programs and other independent factors emerge as causes contributing to the problem of impaction that presently confronts the Beecher School District. However, leaders of the School District and the community at large, with cooperation from Federal officials, can take steps which to some extent will relieve the burdens of impaction and will prevent the situation from getting any worse.

Background

The Beecher School District borders the City of Flint on the north about 65 miles northwest of Detroit, and includes parts of Mt. Morris and Genesee Townships. Next to Detroit, Flint is the largest Standard Metropolitan Statistical Area (SMSA) in Michigan in both total and minority populations. The population living within the Beecher School District is said to be about 25,000 split approximately 70% white and 30% black.

The local economy is dominated by the manufacture of automobiles and auto parts. Employment opportunities had been expanding at a healthy pace until about a year ago. Then, tightness in the mortgage market, the slump in the overall economy, and the 1970 auto strikes created severe hardships both for the local economy and the residential housing market.

Beecher School District is primarily a residential community, containing single-family homes of modest value. Prior to 1960, most if not all of the population in the Beecher area was white, and many were of a southern and rural background. Except for a few isolated pockets, blacks lived in the City of Flint, to the south.

From 1962 onward, black families began moving into the Beecher area. The availability of modestly priced homes in an area near to their former residence and to their auto industry

jobs was probably the principal reason. According to some local sources, there may also have been some determination by real estate organizations that this was an area opportune for integration and lower-income occupancy. Residential building activity picked up slightly for a time (1965-66) but then slackened again as development patterns shifted outward toward more affluent areas.

The shift of development away from the Beecher area in the late 1960's caught some builder-developers with land holdings for which they no longer had a market. While many were without paved streets or sidewalks, they were easily accessible to existing water and sewer facilities and could be quickly developed if the builders could find some way of attracting buyers.

It is at this point that funds became available for the Section 235/236 programs and increased emphasis began to be placed on stimulating housing production to meet the overall housing shortage and the particular needs of low and moderate income families. To date, there have been reservations and commitments under these programs for a total of 2,562 new housing units in the overall Flint SMSA, 619 of which are located in the Beecher School District.

Developers' applications for these program commitments have been processed through the Flint/FHA Service Office, which until September 30, 1970, reported to the Detroit FHA Insuring Office and now reports to HUD's Detroit Area Office. The Flint Service Office has 30 employees. Much of their prior experience was with the straight-forward FHA mortgage insurance program under Section 203, in which FHA's principal role is simply to process applications according to relatively routine standards.

### Findings

#### Excessive Concentration

The principal criticism is a charge of excessive concentration of Section 235/236 - Assisted Housing in the Beecher School District, both in particular neighborhoods and in this District compared with other towns around Flint.

(1) A review of the Flint Service Office records indicate Section 235 fund reservations have been issued for 1,958 units and Section 236 reservations for 604 units for Genesee County. The geographic distribution is as follows:

	<u>Sec. 235</u>	<u>Sec. 236</u>	<u>Both Programs</u>
City of Flint	1,315	343	1,658
(Model Cities Area)	(493)	---	---
Beecher Area	358*	261	619*
Rest of County	<u>285</u>	<u>---</u>	<u>285</u>
	1,958	604	2,562

(\* Includes 60 units without specified location)

As is apparent, 24% of all the Section 235-236 units funded to date in Genesee County are or will be located in the Beecher School District. By way of comparison, the District has about 5½% of the county's total population, and perhaps 10% of the nonwhite population of the county. Excluding the City of Flint, Beecher has about 10% of the remaining total population in the county and almost all of the remaining non-white population.

Within Beecher, 55 of the Section 235 units are located on scattered sites in the eastern half of the District. The other 564 Section 235/236 units are in a few small areas in the western half of the District.

There are three Section 236 projects in this western half of Beecher: 48 units (cooperative) in partial occupancy; 53 units (cooperative) in construction; and 160 units (rental with rent supplement planned) in construction. These units are within three blocks of one another.

Near this same area, there are several instances in which entire blocks have been developed with Section 235 assisted housing whose monotonous design and homogeneous occupancy create a pattern of development equivalent to traditional public housing projects. This pattern of development will increase the risk of establishing "block" ghettos. Upon completion of the Section 236 projects mentioned above, there will be 320 to 400 units of Section 235/236 - Assisted Housing within a four-block area.

Plans for some of the units developed in this concentrated area had Model Cities endorsement. Of more relevance, however, this is the area where zoned lots were available at reasonable cost and with public water and sewer facilities available. Projects apparently could have been located in other areas of the county, but HUD did not attempt to direct locations of building activity.

(2) Total school enrollment in the Beecher District was essentially stable between 1966-1969. Then in 1970, enrollment jumped from 6,470 to 6,879 and further increases are expected. This has clearly created overcrowding in some of the District schools.

Some of this increased enrollment presumably reflects a general influx of population into the county rather than the building activity under the particular HUD programs in question. Seven other school districts in Genesee County experienced greater enrollment gains during the 1966-1970 period than was the case in Beecher and three districts showed gains similar to those in Beecher.

Within Beecher, there is some correlation between enrollment increases in individual schools and Section 235/236 activity in the immediate neighborhood. But this correlation is by no means perfect. On a net basis, the most serious problems appear to be in the secondary schools, in which enrollment has been rising steadily since 1966. Between 1966 and 1970 secondary school enrollment increased by 620, much of which is clearly not associated with Section 235/236 activity.

In the primary schools, aggregate enrollment in 1970 was 4,044, down from 4,198 in 1966. This reflects a net loss of about 350 pupils in the four elementary schools in the eastern half of the District where Section 235 activity has been scattered, offset by a net increase of about 200 pupils in three of the schools in the western half near the concentrations of Section 235/236 activity. HUD has not attempted to explore whether the overcrowding in these western schools could be relieved by shifting some pupils into the less crowded eastern schools.

It should be noted that the total impact of the building activity under the Section 235/236 programs has not yet shown up in school enrollment statistics. Some of the units are not yet completed, and not all of the children in those units that are occupied are yet of school age. It is estimated that total school enrollment in the District may increase by more than 500 next fall and by another 450 in 1972. These annual increases are larger than in any previous year back at least to 1961-62. The District clearly must take some action to accommodate such an increase in enrollment.

(3) The difficulties being encountered by the Beecher School System are not just the result of more families living in the District but also reflect the fact that many of the new resident families have more than an average number of children while at the same time have lower than average incomes from which to pay taxes in support of the schools.

Thus, the 358 families purchasing the Section 235 homes include a total of 1,296 children, or an average of 3.6 children per family. It is claimed that unsubsidized families in Beecher average about 2 children per family. Nationally, new occupants of all new Section 235 homes insured in the third quarter of last year averaged about 2.5 children per family.

Nearly 48% or 170 of the 358 purchasers of the Section 235 homes in Beecher receive public assistance, mainly ADC payments. On a nationwide basis, the comparable figure is about 12%. The Beecher program also includes 144 families with annual incomes less than \$5,000, 94% of whom receive ADC and 98% of whom are one-parent households. The median annual income of the Section 235 buyers in Beecher at time of purchase was \$5,769 compared with \$6,135 nationally in the third quarter of last year.

Most builders of Section 235 homes in Genesee County communities other than Beecher had a relatively low concentration of ADC families among their sales. Reasons for the concentration of such families in Beecher have not been determined.

With respect to race, about 40% of the Section 235 buyers in Beecher are black and 60% are white. This is close to the racial balance already prevailing in the community.

(4) Interviews with various officials and leading citizens found little or no surprise at the relatively large volume of Section 235 - assisted homes that were developed in the Beecher District. It was stressed that the area was already integrated, a water and sewer system existed, and vacant lots were relatively inexpensive. Some builders already owned lots for which there was no market until the advent of Section 235 and 236. It was also noted that the western half of Beecher, where most of the Section 235/236 units are located, is in Mt. Morris Township, which has minimal building restrictions and inspection requirements and is thus conducive to large-scale development.

The investigation also indicated serious communication problems between the local FHA Service Office and the community. There was apparently very little, if any, discussion between the Flint Service Office supervisory staff and builders and community interests regarding fund allocations, site locations, and community problems. There was no contact with the County Planning Commission regarding the best possible locations in view of land-use changes occurring within the City of Flint and the County. Despite the historical problems of the Beecher area, the lack of local government resources, and the early warning signs of more difficulties, effective communication among the various community interests did not take place.

#### New Construction vs. Existing Housing

A second criticism is that too much of the subsidy allocations was used to stimulate new construction in the Flint area relative to analysis of market need and the prevailing vacancy situation in existing units.

A 1969-70 FHA market analysis estimated the total need for subsidized housing in the Flint area during the following two years at 2,430 units. As noted earlier, reservations for Section 235/236 units in Genesee County total 2,562 units. Completions of these units are phased over a two-year period. No inference should be drawn, however, that there was a basis in the market analysis for permitting a concentration of 25% of these units in the small area of Beecher.

Beecher is said to have vacancies in 190 - 200 homes. On a county-wide basis, the vacancy rate in April 1970 was down to 1.1%, which is definitely below average for the area.

It is clear that the economic downturn, auto strike, and tight money situation have had a depressing effect on the housing market during the past year, though efforts to establish just how soft the market was or is have not revealed a clear picture. Against this background, claims that new construction under the Section 235/236 programs has aggravated the total housing market are difficult to prove or disprove. On the other hand, within certain neighborhoods, there does appear to have been some distress selling, and it is probably not unreasonable to attribute this to a reaction to the types of units and families moving in under Section 235 assistance.

#### Poor Quality Construction

Criticisms of the poor quality of design and construction of many of the Section 235 units in Beecher appear to be amply justified. Investigations and conversations with buyers showed a hatred or dislike for one builder in particular because of an alleged consistent failure by that firm to make repairs or live up to what the buyers felt the builder has promised. Many of the complaints apparently involved the lack of storm doors, screens, lawns, and in some instances, paved streets and roads.

The FHA Service Office in Flint did make inspections of these properties during the construction process. Despite the warnings implicit in the increasing volume of complaints, however, such inspections continued to be only routine, and thus were not detailed or exacting enough to prevent the problems that manifestly exist. In several areas, moreover, the Field Office completely failed to address itself to clear violation of regulations against monotony through repetition of design more often than every fifth house. What is most disturbing of all, these deficiencies occurred in homes that were consistently approved for the maximum mortgage limits permissible under the Section 235 program.

It should be emphasized that not all of the Section 235 units in Beecher and Genesee County are of poor quality. Some of the builders were quite conscientious in producing sound and appealing units whose value could easily stand market test.

Unfortunately, there was no insistence on similar high standards on the part of all the builders.

### Delinquencies and Foreclosures

One other major criticism of the Section 235 program in Beecher is that it is experiencing excessive delinquencies and foreclosures. What evidence there is supports this charge.

Two financial institutions with mortgages on 656 Section 235 homes in the county report 188 delinquencies and 19 foreclosures. A third institution stated that its delinquencies and foreclosures on 235 homes were running three to four times the average for its overall business.

One developer-sponsor in the area did develop a homeownership training and credit counselling program in connection with its sales program. Welfare families in the lowest income categories were not selected for homeownership under this program, and the training given to the buyers who were selected apparently minimized financial and maintenance difficulties. Other builder-developers, however, made little or no effort to provide their buyers with training or counselling, even in the case of ADC families.

Many of the ADC families buying Section 235 homes came from Flint's public housing projects. Some of these families even owed the housing authority as much as six months' back rent. The monthly shelter allowances for these families are sufficient to enable them to cover their required share of the mortgage payments and initial taxes on their new homes. But high utility costs, as can occur during winter months, or an increase in tax rates have sometimes made for more demands on their budgets than they can afford and led to early delinquency. The FHA Field Office has made no effort to resolve these kinds of problems.

### Conclusions

Three broad conclusions emerge from this review.

(1) Serious problems have arisen in the Beecher District and community which if not met effectively do threaten the quality of the educational system and the racial and socioeconomic balance that developed in the community during the 1960's. Absorption of almost any volume of new housing is likely to create at least some problems for a community. The key is to plan ahead so that such problems are minimized. This was not done in Beecher.

(2) The Section 235/236 programs undoubtedly contribute to these problems, though they are not the only factors at work. Some of the problems reflect laxness in following



program regulations and procedures. The most serious problems, however, are the result of independent private decision-makers working within the permissible framework of the programs. While these kinds of problems should and probably could have been prevented, to have done so would have required relating the Department's housing programs to community planning in order to deal with social problems -- a capacity absent until recently in many local Field Offices.

(3) Major efforts will have to be taken to prevent recurrences of the Beecher situation in other localities across the country, re-orienting HUD personnel and regulations as necessary to accomplish this. In addition, strong leadership on the part of officials in Beecher and cooperation of the community at large is needed to maintain the viability of the community and its school system. Federal officials will work with the community in developing a meaningful program. No specific Federal program aid has been promised, but it is expected that applications for such aid will be filed and considered promptly.

**APPENDIX C**

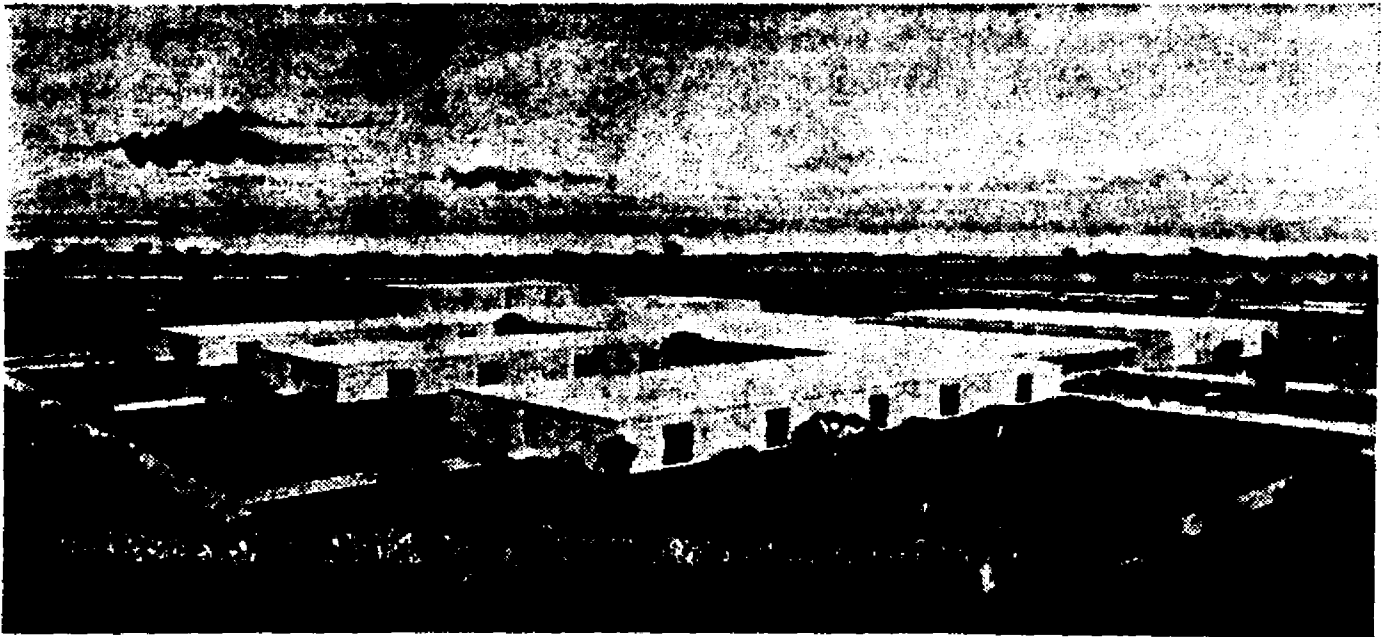
**DOLAN JUNIOR HIGH SCHOOL  
OPEN HOUSE AND DEDICATION**

# *Dolan Junior High School*

Beecher Community School District

6255 Neff Road

Flint, Michigan

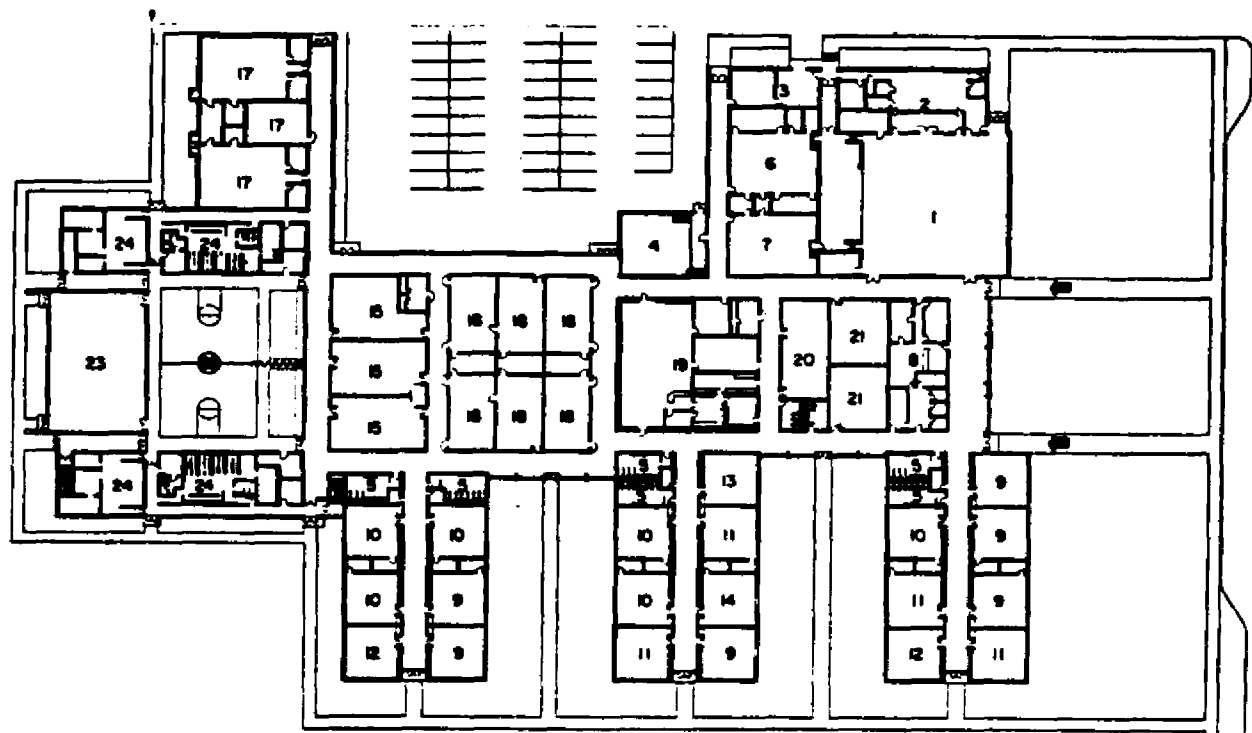


## *Open House & Dedication*

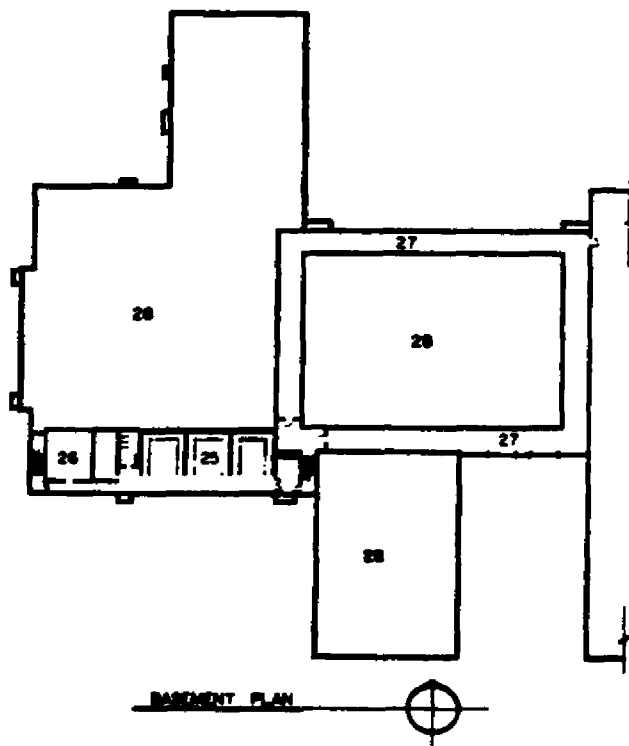
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May 25, 1969

2:00 P.M.



FIRST FLOOR PLAN



BASEMENT PLAN

KEY

1. CAFETERIUM
2. KITCHEN
3. RECEIVING & STORAGE
4. MECHANICAL ROOM
5. TOILET
6. BAND ROOM
7. VOCAL MUSIC ROOM
8. ADMINISTRATIVE OFFICES
9. ENGLISH
10. MATH
11. SOCIAL STUDIES
12. CLASSROOM
13. LANGUAGE
14. SPECIAL EDUCATION
15. HOME ECONOMICS
16. ARTS & CRAFTS
17. INDUSTRIAL ARTS
18. SCIENCE
19. RESOURCE CENTER
20. BIOLOGY
21. ART
22. GYMNASIUM
23. GYMNASTICS
24. LOCKER ROOM
25. TEAM LOCKER ROOM
26. EQUIPMENT STORAGE ROOM
27. TORNADO - FALLOUT SHELTER
28. UNEXCAVATED

The building was designed for a capacity of 1200 students. Present occupancy is approximately 700. There are 22 classrooms, 7 science rooms, 2 homemaking rooms, 2 art rooms, 1 arts and crafts room, 2 shops and 2 music rooms (1 band and 1 vocal). Both the gymnasium and the gymnastics room have folding partitions providing spaces for 4 simultaneous gym classes. There is a total of 42 teaching stations.

The cafeteria seats 350 and has an adjoining kitchen and double cafeteria line.

Heating tunnels under the building were made larger than normal to provide adequate tornado and fallout shelter area.

The Resource Center has a reading room with shelving for 10,000 books and seating for 50 students. Adjoining rooms provide for book and magazine storage, audio visual equipment, a work room and office.

The Citizens Committee and faculty played a large part in planning the building to accommodate a modern curriculum.

APPENDIX D

LETTER

TO: THE HONORABLE GEORGE W. ROMNEY  
DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

FROM: RANDALL COATES  
SUPERINTENDENT, BEECHER COMMUNITY SCHOOLS

DATE: JANUARY 22, 1971

January 22, 1971

The Honorable George W. Romney  
Department of Housing and Urban Development  
HUD Building, 451 Seventh Street, S.W.  
Washington, D.C.

Dear Secretary Romney:

As superintendent of schools for the Beecher Area School District of Flint, Michigan, I am compelled to bring to your attention the facts of how the Flint Federal Housing Administration Office, under its Director, Mr. Hutchinson, has and is administering the Sections 235 and 236 housing programs to assist low and moderate income families in acquiring decent housing.

I have carefully investigated the 235 and 236 program as it has been used in our school district community with the cooperation and assistance of both the Mount Morris Township and Genesee County. No cooperation or even minimal civility has been provided by the Flint FHA Office and its director. We have been unable to even obtain information which normally should be available to the public. From my investigation, I and others have concluded that the Flint FHA Office has been and is guilty of gross mismanagement, insensitivity and negligence in administering these programs.

The Beecher Area School District is located in Genesee County in the Flint, Michigan, metropolitan area. The geographic area served by the district includes a portion of Genesee Township and also a part of Mount Morris Township. We serve a five and one-half square mile area with a population of 25,000. There has been no substantial increase in this population in the past four years.

The District is divided by two arterial roads which cross in the center of the area and thus form four quarters. One eastern quarter contains a population that is 80 per cent black. The other eastern quarter is 90 per cent white. The western half of the District is largely made up of modern subdivisions in which the racial composition is equally divided. Nine elementary schools serve the District and their racial proportions reflect those of their attendance areas.

Ours is not a wealthy district. The average household income is \$8,000 to \$8,150 and the average cost of homes is between \$13,000 and \$17,000 with very few in the \$25,000 to \$35,000 range. Prior to the 236 program we had no multiple family housing in our District. Seventy per cent of the wage earners in our district work for General Motors. Despite their limited resources the school district has had the

support of the taxpayers. In fact, the millage rate paid by our citizens (30.5 mills) is among the top 17 per cent for districts throughout the state.

I believe the district has done quite well in providing quality education. Over 30 per cent of our children come from families with incomes under \$6,000. The 235 and 236 programs, as the Flint FHA Office has administered them, have placed all our past success in jeopardy. Because of these programs, the district now faces an immediate danger of seriously increasing a deficit already incurred in an effort to maintain a desirable education program. I fear our ability to provide quality education is being irreparably harmed.

To dramatize the severity of the economic situation we face here in our district, let me give you some facts about the number of disadvantaged children we served during the 1969-70 school year and are presently serving during this year.

<u>Elementary Schools</u>	<u>1969-70 Enroll- ment</u>	<u>1969-70 Economi- cally Deprived</u>	<u>1970-71 Enroll- ment</u>	<u>1970-71 Economi- cally Deprived</u>
Buell	591	54.0%	609	51.4%
Buick	311	35.4%	278	50.5%
Dailey	996	9.8%	1,051	32.0%
Harrow	268	42.9%	273	42.3%
Klein	455	6.0%	440	28.0%
Kurtz	93	45.2%	97	52.2%
Messer	482	48.1%	431	50.3%
Northgate	399	26.1%	460	38.9%
Zink	315	8.1%	385	28.0%

As you can see, last year we had a very substantial percentage of disadvantaged students prior to the introduction of the 235 and 236 programs into our District. This year's figures are significantly worse as attested to by the large increase of disadvantaged students at Buick, Dailey, Klein, Northgate and Zink schools. All these school areas contain sites upon which 235 homes were constructed except the Dailey school. This represents a school community that was racially balanced until the 235 program tipped the scales and prompted a very desirable element of the community to move to other districts where school taxes were lower and where half-day sessions were not likely.

Thus the overall effects of the summer building projects are being felt throughout the District. It is our judgment that the more affluent families residing in the Dailey area are the first to respond and that their exodus presages other departures.

Let me make it crystal clear that neither I nor the members of the Beecher Area Board of Education oppose the concept of either the 235 or 236 program. We are fully in accord with the objectives of the 235 program as stated in the 235 handbook (FHA 4441.1).

"the program is not intended to only produce more homes but to enable lower income families to become owners of homes and thereby experience the pride and possession that accompanies home ownership. In this way, the program can be a vital influence in promoting personal responsibility and social stability."

I submit that the manner in which the FHA office has administered both the 235 and 236 programs has neither promoted personal responsibility nor social stability in the Beecher School District.

In the past fourteen months, the Flint FHA office has reserved allotments for 250 Section 235 homes in the Beecher School District. The FHA director, Mr. Hutchinson, also has approved 580 units under 236 of which 430 are now under construction and ground has been broken for the remaining 150. This of course means that over this period 715 units of low and moderate income housing have been approved in our district. The majority of these units, about 600, are concentrated in the attendance zones of the Northgate, Buell and Zink Schools which are already filled to capacity and also have a substantial number of disadvantaged students. The following table will give you a good idea of the impact of the 235 program on these three schools to the present. You will note that of the 250 Section 235 units FHA has approved, 172 are in the Northgate, Buell and Zink attendance zones.

<u>Schools</u>	<u>Number of Homes</u> *	<u>Number of Students</u>
Zink Elementary	64	256
Northgate Elementary	42	168
Buell Elementary	66	264
	<u>172</u>	<u>688</u>

\* Determined by a school district survey after the local FHA office refused to confirm where 235 units were located in the district.

On the average we get two school children per household. The average tax paid per household to operate the schools is \$305 per year. Since it costs the district \$800 per pupil per year to educate its students this means that on the average household the district loses \$1,295. But, for 235 homes we have been getting an average of four school-age children per unit. I am sure you can readily see the problems we are facing because for each of these 235 households we are losing a minimum of \$2,895. Besides this, there are an abnormally high number



of children from these 235 owned homes that need special education or remedial teaching that costs much more than \$800 per pupil. We have heard the argument that the 235 program provides more taxpayers. We can't argue with that conclusion. But, in an already losing situation I am sure you can see how the 235 program has worked to severely frustrate our efforts to maintain the quality education we offer our students.

The basic question I have about the 235 and 236 programs is, why were so many 235 and 236 units approved in such a small area? According to the FHA prepared analysis of the Flint, Michigan, housing market for 1969 through 1971, the market for existing sales housing in the Flint area has been stable in recent years. The average annual homeowner vacancy rate in the report is stated at 1.1 per cent. In October of 1970, we did a survey of the district and found 200 houses vacant. Another December survey showed 195 vacant. As you can see this is three times the area-wide average. And yet, despite the availability of existing housing in the area, the FHA Flint Office continued to approve 235 and 236 units. With more and more public housing going up in the City of Flint proper and with the city's decreasing population, where will the people come from to fill existing units as well as the new 235 and 236 units?

Mr. Hutchinson of the Flint FHA office informs me that the only housing construction going on in the Flint area for the past two years has been with the assistance of the 235 and 236 fund reservations. He stated further that he had approved 300 235 units in our district and 1,000 more in the Flint metropolitan area. Doesn't it seem a little unusual for such a large concentration in such a small area? He also assures us that 75 per cent of the 235 purchasers are on welfare. Certainly this in no way is going to uplift our school district community where incomes are already quite modest.

Once again I would like to call the 1969-71 analysis of the Flint housing market to your attention. According to this report,

"Section 235, Sales Housing. Interest rate reduction payments by the Federal Government could provide sales housing for low to moderate income families under the provisions of Section 235. It is judged the 235 program in the Flint area during the next two years using exception income limits can provide about 220 units annually. Under regular income limits the potential would be slightly lower."

"Section 236, Rental Housing. In the Flint area, the annual occupancy potential under Section 236 Program is estimated at 455 units including 375

family units and 80 units for elderly individuals and couples, using exception income limits. The use of regular income limits may decrease these potentials."

Obviously someone has to be in error. Are we using up more than one year's 235 allotment for the whole metropolitan area in our school district? Is it possible that for the 236 program there is a need in a two-square-mile area in our district for 580 units?

Mr. Hutchinson of the local FHA office advises me that public housing in Flint has not been successful in meeting the needs of area low and moderate income people. He says that mid-westerners were raised to live in single family homes and the 235 program is the vehicle for this. If this is the case why were the multi-family public housing units built to begin with? Even more important, why were 580 units approved for our school district?

As far as the location of 235 homes is concerned, your 235 handbook states that, "the location of a project, availability of transportation and other factors (including adequate schools, I hope) will have to influence the extent of lower income need which a given project can be expected to serve, even where assistance payments are available. FHA Insuring Offices are urged to make use of market analysis data in estimating housing demands for low income families."

Obviously the Flint FHA office has building houses as its primary goal, not promoting any semblance of social stability. Because of the FHA office's action the racial composition of our district has begun to change markedly. In one school for instance, where we had 151 white students and 150 black students before Section 235 and 236, after about twenty 235 homes had been purchased there were 151 white children and 196 black. The overall population of our district has been affected in the same way.

I have investigated why so much 235 and 236 housing is going into our area and the only thing I have been able to determine is that the availability of water and sewer, the small lot size requirement and the fact that the district is already integrated have contributed to the great influx of low and moderate income housing we have received.

As you can readily see, the 235 program certainly has not been a vehicle for social stability in our area. When I asked the local FHA office if they could be more careful about how many low and moderate income housing units they approve in one area, I got a reply which very simply said, "when a builder comes to us with some lots and plans that meet our minimum specifications, we get him a fund reservation. We do not keep track of how many units we approve in a given area, we don't know the

addresses and we are not about to get into the social services business. We are here to build houses only. Cut out the school frills such as athletics and special education and run split shifts."

I believe the local FHA office, the HUD regional office and the Washington HUD office have a moral as well as ethical responsibility to exercise extreme care so that the social stability of a neighborhood is protected. Certainly the Section 235 guidelines impose at the very least a careful oversight function on the FHA and, from what Congressional intent I can get of the 235 authorization in 1968, the aim of the program is to encourage stable communities through a carefully conceived and balanced program assisting low and moderate income buyers to purchase homes in an area where a cross section of people live. Certainly the program's intent is not to set up a whole community to block in a community where only assisted buyers live. Certainly the program's intent is not to set up a whole community of low and moderate income people either.

I recently read a Third Circuit Court decision where it was ruled that Federal Housing Programs must work to alleviate racial segregation. As the 235 program is operating in our school district, racial segregation is being encouraged and racial stability undermined.

Judge John J. Gibbons, who wrote the Circuit Court opinion, said that the Civil Rights Acts of 1964 and 1968 require federal housing agencies to do much more than get houses built. They also must weigh and evaluate the impact of every new project on racial integration. The Flint FHA office has not done this. To quote the Judge:

"Increase or maintenance of racial concentration is likely to lead to urban blight, and this is in variance with national housing policy. We hold that the agencies judgment must be an informed one which weighs the alternatives and finds the needs for physical rehabilitation or additional minority housing in the project in question clearly outweighs the disadvantage of increasing or perpetrating racial concentration."

I am not a lawyer but I am confident the Flint FHA office will have an impossible task in justifying its actions in the 235 and 236 programs in the Beecher Area School District. While even local FHA offices may have housing quotas to meet, reason and good sense must be used and in our case it was not.

There are many abuses which the Flint FHA office has either encouraged, perpetrated or condoned.

Besides concentrating too many houses in our area, no adequate educational program has been undertaken to explain to builders that all the homes they build ought not to be sold to 235 buyers. In this respect, perhaps an arbitrary limit that not more than 25 per cent or 30 per cent of a given development can have 235 assisted buyers is necessary. Since pride in ownership is one of the program's aims the local FHA office should either provide itself, arrange to be provided as a condition of commitment by the builder, or contract with agencies which have the capability, an educational program to ensure that low and moderate income buyers getting 235 assistance know how to care for their homes properly. Such an educational program is non-existent in any of the homes in our district. Such a program would, of course, bear its greatest fruit if non-assisted and assisted buyers lived side by side with one providing the education and example to the other. The absence of any such situation now leads in my opinion to what has been called by many "instant slums".

Also, I believe the FHA office in Flint should have taken greater pains to see to it that the 235 program approved homes were carefully inspected before occupancy and that the buyers got what they paid for before they moved in. In our area, there were numerous instances of shoddy workmanship and oral promises to buyers which were never kept. Certainly a low income buyer must have a complete home because he cannot afford repairs or will have his new home repossessed in short order. We have an abnormally high repossession rate on 235 assisted homes in our area.

Another reason for the high repossession rate in my opinion is the failure on the part of the FHA to make clear to 235 buyers under what conditions their subsidy may be increased. In Mount Morris Township for example, tax day is December 31 of each year. If a home is not finished at that time it stays on tax roles for the next year as a vacant lot. The next year when home taxes come into effect, families move out of 235 assisted homes because they can no longer meet the payments and do not know where to turn for help. The same situation arises when a school mill levy is up for consideration by the electorate. These 235 buyers know that if their taxes go up one dollar they can't stay in their homes. So, either they vote "no" and penalize the educational system, or, if the bill levy passes, they leave their homes because they do not know how to get their subsidy increased.

Another area where the local FHA office is guilty of ignorance and gross mismanagement is in assessing 235 units for sale. For instance, I have seen building permits which list the total cost of construction of a home at \$10,000 but the assessed evaluation by FHA has been \$17,000 to \$24,000 for the home. The home is sold for \$17,000 to \$24,000. Certainly this represents more than an allowable profit margin on

the part of the builder. It appears as though local FHA assessors value the 235 eligible homes at the top scale of the allowable amounts rather than on their true value.

We have a situation in Mount Morris Township where a home builder says it costs him \$10,000 to build a home and the home sells for \$18,000. The FHA appraisal on the home was \$18,000 but homes on both sides were valued at \$10,000. There is no way that the \$18,000 home will ever sell for \$18,000 in the neighborhood.

Also, we have situations where 235 approved homes have been built on either side of \$35,000 homes thus bringing down the value of the unassisted buyer's home. How will this create community stability?

I would like to call your attention to one instance among many that has come to my attention since the 235 and 236 mess began. Here a brick four bedroom, two bath home in good condition sold for \$17,000 to a non-assisted buyer while a pre-fabricated home up the street with four bedrooms and one bath and several hundred feet less floor space sold to an assisted buyer for \$23,000. I might add that the FHA assessment for the first home was \$17,000 because of the large number of homes for sale in the area. Why was not the same yardstick used in the second instance?

I could go on and on about the abuses the Flint FHA office has either condoned or encouraged in the 235 and 236 program but I think you can get the flavor of what's going on from what I have said thus far.

The results that the 235 and 236 programs are visiting and will visit on the Beecher Area School District are disastrous. Last spring we tried and failed for the first time to get voter approval of a stop-gap millage so that we could add some temporary classrooms to the Buell and Zink Schools to take care of the influx of the children that these housing units were bringing to us. We lost because local resentment to the 235 and 236 program was very severe. Now we face a situation where we will have to ask for continuation of our current operating millage before June. I am not optimistic because of the continuing frustration we have experienced in trying to deal with local FHA offices in getting them to understand our problem. We anticipate an enrollment increase of 1100 students due to these housing programs. There is a potential for 1400 students from these homes. Where will we put them, provided we are still open next year? The plans we have developed are outlined below; none are pleasing to us at all. We feel each will detract from the quality of education we are offering our students. We also feel that implementation of these suggestions will cause many white families we have in our community to move to other areas. This will not increase the social stability of our school district population.

Our plans for meeting the increased enrollment are:

- 1st step: Make use of all available classroom space in the junior highs and the high school. Sixth graders from Northgate will be transferred to the high school. Sixth graders from Zink School will be transferred to Dolan Junior High.
- 2nd step: As it becomes necessary, elementary classes will be placed on split sessions beginning with the 5th grade. Two classes will be assigned to each classroom. One class will be in session from 7:30 a.m. to 12:30 p.m. and the other from 1 p.m. to 6 p.m.
- 3rd step: Apply to the State for permission to reduce the required instructional hours so that some grades may attend school less than five hours per day.

We ask that you investigate the operation of the 235 and 236 programs in the Beecher School District Area promptly. While the investigation is going on we urge you to declare a moratorium on any further fund reservations in these programs and further order the Flint FHA office to place all existing commitments, where construction has not begun, in abeyance until the investigation has been completed.

We ask further that the Department provide a discretionary grant through which we will construct additions to the Buell and Zink Schools to take care of about one-fourth of the students generated by these programs. We estimate the cost of such construction of eight rooms per school to be \$112,000 assuming we use prefabricated units at \$14,000 per classroom. We would here like to work with your Operation Breakthrough Program in that we can take advantage of the least expensive and best form of construction possible.

My view is that the 16 additional rooms we have requested you assist us in acquiring will house 400 students at a pupil-teacher ratio of 25-1. This means that one-fourth of the students generated by the 235 and 236 programs' concentration in our area will be housed. However, these 16 rooms should get us through the school year and renew the faith of the community in the Federal Government. My feeling is that with such a demonstration of good faith on your part the exodus of white families from the community will be stemmed and gradually social stability will return.

I would also ask that your agency provide us with a high priority designation for participation in the Open Spaces Program. There is a 30-acre tract across from the Buell School which we would like to purchase. If we can get priority consideration from your agency as far as our plans to develop the acreage we will not need for the school we plan to build

per se, we will move ahead with our plans to develop the remaining acreage as a recreation area for all residents. No recreation areas have been provided in this area; which is hardest hit by 235 and 236 construction, except the Buell School playground. We anticipate the complete cooperation of the Mount Morris Township in this endeavor.

From the attached map of our school district, I am sure you can see how concentrated the 235 and 236 housing is. We believe a large number of errors were made in the administration of these programs by the Flint FHA office. We also believe that in good conscience you might do something to prevent any further errors and also provide us with the assistance we need to keep our educational system afloat. By investigating the situation here you will restore our faith in our Federal Government. Since we obviously do not think it either feasible or desirable for residents now in 235 homes to move, we believe you should assist our district in providing the classroom space these programs have made it absolutely essential we have as a minimum. Also, we would be most interested in building a 34-room elementary school on the site mentioned above and encourage you to consider the possibility of such a venture as a spin-off to the Operation Breakthrough Program. With the standard construction cost per classroom now pegged at a minimum of \$30,000 our district certainly cannot afford to build a new school. Yet, we really do not have the expertise to select the proper pre-fabricated units to meet our needs. We estimate that to build such a school would cost between \$450,000 and \$500,000 based upon the information we now have.

Also, may I suggest that we would be willing to develop and operate an educational program for 235 and 236 buyer participants as a part of our adult basic education program and in cooperation with the FHA. We would be pleased to talk with you about this in fuller detail.

I invite you to our district and observe our situation first hand. I know our request is out of the ordinary but the problems created here by the 235 and 236 programs are not normal either.

I look forward to hearing from you soon.

Sincerely yours,

Randall Coates  
Superintendent

RC/jh

P.S.

I thought it also would be of interest to you that the Board of Supervisors of the Mount Morris Township voted this week to become a part of the Model Cities Area. If our request is approved by the Genesee County Commissioners, this will mean that the entire Beecher Area School District is in the Model Cities Area. I hope this serves to reinforce our statement as to the economic and social characteristics of the district.



**APPENDIX E**

**LETTER**

**TO: RANDALL COATES, SUPERINTENDENT  
BEECHER COMMUNITY SCHOOLS**

**FROM: THE HONORABLE GEORGE W. ROMNEY  
DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT**

**DATE: May 25, 1971**

The Secretary of Housing and Urban Development  
Washington, D.C. 20410  
May 25, 1971

Mr. Randall Coates  
Superintendent  
Beecher Area Schools  
Administrative Offices  
1020 West Coldwater Road  
Flint, Michigan 48505

Dear Mr. Coates:

Reference is made to your letter of January 22, 1971, and my interim response of February 19, 1971.

We have now completed a lengthy investigation and review of the housing situation in the Beecher School District with particular reference to the criticisms contained in your letter. I am enclosing a summary of this review, which we are also submitting to the Congress. That review has verified that many of the points you raised about our Section 235 and 236 housing programs as operated in the Beecher School District are justified.

What has happened in Beecher is clearly unfortunate. Many of the problems, particularly with respect to poor quality of construction and excessive delinquencies and foreclosures, could and should have been prevented by tighter HUD administration. Problems of overcrowding of schools and changes in neighborhoods could also have been prevented or at least moderated by more and better advance planning by all concerned. On the other hand, since HUD's role with respect to these programs is primarily one of reacting to private initiatives, I think it is important to emphasize the basic responsibilities of local communities for such planning.

Now, what can be done about the situation? First, I can and have taken several measures to prevent conditions from getting worse and to correct defects in units now in place. Second, I think Mount Morris and Genesee Townships can take other actions which will help relieve the impaction that has come to the community. Federal officials will cooperate with local officials in developing such a program.

As you know, William C. Whitbeck, the Director of our Detroit Area Office has already put a stop on additional funding of Section 235/236 units in the Beecher District. I have subsequently directed him to take personal charge of clearing up all problems in those units already in place or in process.

Our Area Office personnel will re-contact all purchasers of Section 235 housing units and check to see whether legitimate complaints about poor quality of construction and unresponsiveness of the builders have been resolved. If not, our Office will contact the builders in question and advise them of the situation and required repairs. Any builder which refuses to make such repairs will be precluded from future participation in HUD programs.

Homeowners of any unit on which the builder refuses to make the required repairs and which suffers from major structural defects as a consequence may be entitled to relief under provisions of Section 518(a) of the National Housing Act. Specific details on eligibility for the benefits of Section 518(a) should be obtained from the Detroit Area Office.

From a broader perspective, we are examining our procedures for processing applications for subsidized housing and whatever changes are necessary will be made to assure that in the future HUD will not be contributing to an excessive concentration or overloading of subsidized units in particular neighborhoods or the community at large.

The evidence certainly points to a need for additional classrooms in the Beecher School District. As you note, some of this need emerged prior to introduction of the Section 235/236 units, and it seems likely to increase further. There is, however, no HUD program to provide direct assistance for school construction. I can only suggest that you take this matter up with officials of the Flint-Genesee County Model Cities Program to see whether some of those funds might be allocated to the purpose you have in mind. Some communities have also developed school facilities as part of a broad urban renewal effort, but this probably requires more time than you have in mind.

Your letter also indicated a desire to acquire a 30-acre tract across from the Buell School for the purpose of developing a community recreation area. As you indicate, our Department's Open Space Program does provide assistance for these kinds of projects. Mr. Whitbeck and his staff can provide you with the information you need about this program and the application procedures to be followed.

I want to emphasize that I cannot assure you of priority access to funds under this program. Decisions on individual grants are made by our Area Offices. I am sure, however, that any forthcoming application will be processed expeditiously so that prompt decisions can be made as to whether the project meets the program criteria and funds for it are available.

Finally, you indicate interest in developing an educational program for Section 235/236 buyers and renters. We have been

attempting to encourage voluntary efforts along these lines through our Section 237 counselling program. Again, Mr. Whitbeck and his staff can give you more complete information. Alternatively, you may wish to submit this kind of proposal to the Model Cities Program Administrators in the County.

As you know, Mount Morris was included in the Model Cities area at the time of the original application for funds. Our records show that the township's withdrawal came after HUD had approved this application, and thus we see no reason to object to re-inclusion of the township in the total program. Accordingly, I have asked Mr. Whitbeck to contact the Genesee County Commissioners to see if approval of the addition can be expedited.

I appreciate your bringing the Beecher situation to my attention and your patience in waiting for the results of our investigation. I can assure you that we are doing what we can to avoid repetitions of this kind of situation in other areas.

Sincerely,

George Romney

Encl.

## APPENDIX F

### BROOKOVER INSTRUMENT USED FOR

#### "SURVEY OF ATTITUDE"

Wilbur B. Brookover, et. al., "Improving Academic Achievement Through Students' Self-Concept Enhancement", U.S. Office of Education Cooperative Research Project No. 1636 (East Lansing: Bureau of Educational Research, Michigan State University, 1965). (Hereinafter referred to as "Improving Academic Achievement")

and

Wilbur B. Brookover, Ann Peterson, and Shailer Thomas, "Self-Concept of Ability and School Achievement", U.S. Office of Education, Cooperative Research Project 845 (East Lansing: Office of Research and Publications Project, Michigan State University, 1962).

## BEECHER SCHOOL DISTRICT

## Directions:

I am trying to learn more about students and their work in schools. I would therefore like you to respond to the following points. This is not a test of any sort and will not affect your work in school. Nobody else will see your answers. There are no right or wrong answers. I simply want you to tell me your answer to each point.

I. Name \_\_\_\_\_

Please answer the questions by circling the letter on the left of your best answer to the question. Pick only one answer for each question.

II. How old were you on your last birthday?

- a. 12 years old
- b. 13 years old
- c. 14 years old
- d. 15 years old
- e. 16 years old
- f. 17 years old

III. Are you a boy or girl?

- a. boy
- b. girl

IV. What grade are you in?

- a. 5th grade
- b. 6th grade

V. Please write your teacher's name on the line below:

\_\_\_\_\_

VI. Please write the name of your school on the line below:

\_\_\_\_\_

VII. How many years have you been in Beecher?

- a. Less than 1 year
- b. 2 years
- c. 3 years
- d. 4 years
- e. 5 years
- f. 6 years
- g. 7 years
- h. 8 years
- i. 9 years
- j. 10 years
- k. 11 years.

## PERCEIVED EVALUATION OF STUDENTS

## ACADEMIC ABILITY BY OTHERS SCALE

## PARENTS

1. Pretend you are your mother and father. Do your mother and father say you can do school work better, the same or poorer than your friends:
  - a. better
  - b. the same
  - c. poorer
2. Would your father and mother say you would be with the best, average, or below average students when you graduate from high school?
  - a. the best
  - b. average
  - c. below average
3. Do they think you could graduate from college?
  - a. yes
  - b. maybe
  - c. no
4. Remember you need more than four years of college to be a teacher or a doctor. Do your mother and father think you could do that?
  - a. yes
  - b. maybe
  - c. no
5. What grades do your mother and father think you can get?
  - a. A's and B's
  - b. B's and C's
  - c. D's and E's

## BEST FRIEND

Pretend you are your best friend. Answer like he or she would. Pick one. Circle your answer.

1. Think of your best friend. Would your best friend say you could do school work better, the same, or poorer than other people your age?
  - a. better
  - b. the same
  - c. poorer

2. Would your best friend say you would be with the best, average or below average students when you graduate from high school?
  - a. the best
  - b. average
  - c. below average
3. Does your best friend think you could graduate from college?
  - a. yes
  - b. maybe
  - c. no
4. Remember you need more than four years of college to be a teacher or doctor. Does your best friend think you could do that?
  - a. yes
  - b. maybe
  - c. no
5. What grades does your best friend think you can get?
  - a. A's and B's
  - b. B's and C's
  - c. D's and E's

#### TEACHER

Pretend you are your teacher, the one you like the best. Answer like he or she would. Circle their answer.

1. Think of your teacher. Would your teacher say you can do school work better, the same or poorer than other people your age?
  - a. better
  - b. the same
  - c. poorer
2. Would your teacher say you would be with the best, average, or below average students when you graduate from high school?
  - a. the best
  - b. average
  - c. below average
3. Does your teacher think you could graduate from college?
  - a. yes
  - b. maybe
  - c. no



4. Remember you need more than four years of college to be a teacher or doctor. Does your teacher think you could do that?
  - a. yes
  - b. maybe
  - c. no
  
5. What grades does your teacher think you can get?
  - a. A's and B's
  - b. B's and C's
  - c. D's and E's

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