Urban change through sustained community engagement: implications for school leaders

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ABSTRACT

EDUCATIONAL LEADERSHIP

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M.Ed. CLARK ATLANTA UNIVERSITY, 1998
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URBAN CHANGE THROUGH SUSTAINED COMMUNITY ENGAGEMENT:
IMPLICATIONS FOR SCHOOL LEADERS

Advisor: Dr. Moses Norman

Dissertation dated December 2004

In this study, the researcher explored the juncture between the community
development and educational reform movements in distressed urban communities and
investigated why institutions, such as school systems, are critical to the success of the
community development movement.

The study utilized a multimethod approach employing three qualitative data
sources—interviews, observations, and document review—to access the implementation
of comprehensive reform in urban renewal communities and to determine if the presence
of reform strengthens the value of teamwork, collaboration, and communication. A
major emphasis of this ethnography was the introduction of the Urban Change through
Community Engagement Theoretical Framework that identifies the close relationships
among three mediations of experience, which are exemplified as (a) critical connections
to collaborate, coordinate, and communicate; (b) the exchange of ideas, which reflects attempts at understanding relations through decisions, judgments, perceptions, and responses; and (c) commitments, which make it possible to consider the resources of tradition and culture that ultimately leads to collaborative building, a collective agenda, equity, and excellence. The hermeneutic model of interpretation continually puts forth relevant questions to challenge older beliefs and reaches beyond issues, policies, and structures to establish a focused analysis.

The researcher found that there are barriers that must be removed, which will aid policymakers, practitioners, and community activists in their work to close critical gaps that relate to race, class, and culture, consequently ensuring the success of the new model. Perhaps more importantly, the reason that the community development and school reform movements have not produced realistic models for educating students of color and radically reconstructing urban communities is because the movement does not effectively challenge structural forces that continually reproduce nihilistic conditions. Without attacking the structural barriers, the community development and school reform movements fail to challenge the causes of distress and underdevelopment in urban communities.
I thank God for the journey and the many people the Creator placed in my path during the course of this endeavor. Indeed, I am forever indebted to each one of them. I would first like to thank my advisor, Dr. Moses Norman, and Dr. Ganga Persaud and Dr. Edward Bouie, who served as committee members, for intellectually challenging me to be a careful thinker and a superior researcher. I appreciate their wealth of wisdom, encouragement, support, mentoring, sound advice, wit, and sense of understanding.

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My final acknowledgements are of the extraordinary people who have made a tremendous impact in my life, those who truly exemplified greatness throughout this process. They are appreciated for their constant love and encouragement, which gave me the strength and determination to stay the course. My parents, Annie and Melvin Thomas, are loved and respected for paving the way as my first teachers. Additionally, I am thankful to so many others who encouraged me throughout this endeavor. Thank you all for your love, friendship, prayers, and inspiration.

Lastly, to my husband, Gerald Smith, I owe you so much. I am truly grateful to you for your love, encouragement, and expertise with the layout of the Urban Change Model.
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CHAPTER I
INTRODUCTION

Since the 1980s, there has been a perceived need to improve public education in the nation. Many researchers have highlighted the indicators of student success and/or failure. As educational standards change, there is a need for continued research. Just as information changes at a very rapid rate, opportunities for securing various results are just as great.

As the nation’s public school systems continue to respond to the call for change, school leaders continuously emphasize the role of the central office, site-based administration, and community constituents. Such collaboration represents continuous commitment to a quality culture of decision making, organization of students and teachers, systems thinking, literacy focus, adult learning, collaborative teamwork, utilization of quality tools and processes, instructional practices, climate, and responsiveness to internal and external factors.

Under the leadership of appointed superintendents, many independent public school districts’ mission is to prepare every student for the future through effective and innovative teaching that meets the needs of the individual learner, while engaging fully the participation of families, teachers, students, and communities in the educational process. In 1999, the Independent Board of Education hired its current superintendent
who has implemented several reform models that are designed to improve student performance and encourage accountability at all levels.

The Independent Public Schools has an active enrollment of 51,000 students, attending a total of 88 schools—62 elementary (K-5), three of which operate on a year-round calendar while 41 offer extended-day programs; 16 middle (grades 6-8); and 10 high schools (grades 9-12).

Consequently, the administration has worked to establish external support for resources to create a capacity generating professional development infrastructure, funding the adoption costs of new comprehensive whole-school designs, and providing resources for retooling Independent Public Schools' support functions in order to enable and sustain the efforts of the redesigned schools.

The educational reform movement in the early 1990s prompted efforts to change the operation and output of American public schools. Most states responded to the warning by the National Commission on Excellence in Education (1983) that poor-quality schooling was a threat to the nation. Changes initiated in the states encouraged school districts to adopt new instructional goals, promotion practices, teacher evaluation procedures, and graduation requirements, as well as to introduce a planning process and carry out a review of the curriculum (Cuban, 1984).

Some educators charged that changes prevented school personnel from shaping the curriculum to student needs (Snauwaert, 1993). In response to the argument that more comprehensive reforms were needed, state policymakers sought ways to redesign
the education system. Two concepts were at the heart of the reform strategies they adopted--decentralization and participation.

The movement toward school-based leadership (SBL) has become particularly important. Many of the management functions which were previously centralized for control and standardization are now being decentralized to the local school level where they become the responsibility of the principal and/or the school-based council made up of the principal, teachers, parents, and students. School-based leadership is the framework in which the human resources function is, and increasingly will be, implemented. It is incumbent upon the principal to develop the knowledge, skills, attitudes, and abilities to be effective in this redefined role.

The Independent superintendent has stated clearly to constituents that crucial to creating sustainable change is a stable workforce, and that all factors within the community called the Independent Public Schools must be cohesively involved in the process.

The interdependent links between institutions and individuals make reform of core local institutions such as schools possible so that they may deliver better institutional outcomes and lead to civic spillovers for the larger community (Marschall, 1998). Marschall examines the manner in which a specific set of institutional arrangements within a particular context of local public schools may facilitate and encourage parental involvement in the schools. Marschall concludes that the institutional reform undertaken enhances the form and frequency of parental involvement and that parent participation in co-productive activities at school affects the structure of parents' school discussion
networks, encourages parental involvement in other community-based organizations, and increases parents’ sense of political efficacy.

According to Marschall (1998), there are several factors that most parents have in common. They want their children to excel in school, to have a good future, and they have the right to decide what is best for their children. When parents participate actively in school on behalf of children, they understand that the basic concept of citizen participation is premised on the assumption that value accrues to both individuals and collectives (institutions, communities, or societies) as the result of the active and regular involvement of citizens in civic and political life. With educative purpose of participation, there are benefits such as knowledgeable citizenry and public confidence in governmental processes (Berry, Portney, & Thomson, 1993). Parent participation enhances the democratic spirit of individuals making them better citizens (Gitell, 1980). Such participation is believed to contribute to the development of communities, particularly those that provide opportunities to engage in discussion, deliberation, face-to-face interaction, and where participants are able to foster norms and values that enhance and encourage groups and individuals to work toward collective goals (Ostrom, 1990).

Researchers believe that participation is thought to increase the effectiveness of institutions by encouraging the development of policies and processes that are more responsive and equitable. Many scholars believe that civic involvement is spontaneously generated. Others (Putnam, 1995, 1996) emphasize the importance of certain attributes. Researchers are now beginning to address the issue of how and why citizen involvement arises and develops by focusing on the institutional and social contexts of participation.
Skocpol (1996) argued that civic associations and citizen participation in the United States developed less from the purely local decisions of collections of individuals and more as a consequence of the institutional patterns of federalism, electoral politics, and political parties. Although Valelly (1996) refuted the bottom-up nature of participation, he contended that involvement stems from organizations that draw people to participate in parties, groups, and/or movements.

Likewise, Rosenstone and Hansen (1993) argued that participation is firmly rooted in institutions and organizations that mobilize individuals and structure their involvement. Moreover, participation results from the process of mobilization whereby activists, groups, and organizations encourage others to participate through personal contact and recruitment, which indirectly promote participation. The benefits of participation are cooperation, trust, and empowerment, which are the prerequisites for effective political mobilization and action.

Although Putnam concluded that the nature and enormity of Americans' declining participation in political, social, and civic organizations and activities has not been completely determined, there is clearly evidence that the foundation of such institutions that bring people together and cultivate civic capacity has deteriorated consistently in recent decades (Putnam, 1995). It is believed that this deterioration has been most severe in the inner cities. Although research reveals that no study has explicitly or systematically investigated this claim, various strains of research provide evidence of both lower levels of participation and the breakdown of mediating institutions in inner cities.
Studies of political participation have repeatedly found that socioeconomic status (SES) impacts participation. Those with low SES are least likely to participate (Nagel, 1987). This must be taken under consideration especially since the proportion of inner-city residents living in poverty (and the concentration of this poverty) has risen dramatically since the 1960s (Wilson, 1987, 1996), and the participation levels of urban residents have witnessed extreme declines.

According to Bachrach and Botwinick (1992), the rising number of low SES citizens who do not vote means that elected officials have little incentive to pursue policies that address the problems and issues important to these residents, which fosters the non-participation of the inner-city poor. Stone (1998) contends the mobilization of bias fuels the structural bias in urban politics, which explains how and why economic interests have maintained control over local resources and power.

Research has established that there are several other factors that may cause lower levels of participation and the deterioration of mediating institutions in inner cities. Judd, Swanstrom, and Swanson (1994) maintain that a major factor is the mass migration of central city residents to the suburbs. They contend that the departure of large manufacturing firms and jobs substantially reduced central city tax revenues. As a result, cities lost a considerable amount of federal aid in the 1980s and 1990s. Wilson (1994) discovered that the loss of higher status residents, increasing levels of inner-city poverty, and reductions in city services left many inner-city communities with few resources to maintain existing neighborhood institutions. Increasing levels of crime, gang-related
violence, drug trafficking, and single-female households further contributed to institutional disinvestment and neighborhood deterioration.

Marschall (1998) argued that when revitalizing democracy in the inner-city, consideration must be given to the lack of participation in civic and political life as both cause and consequence of the deterioration and departure of the mediating institutions in communities. Moreover, the revitalization of urban democracy depends, at least in part, on strengthening and rebuilding the mediating institutions.

Cortes (1996) noted that achievement of a community demands more than financial capital, physical capital—relationships of trust and collaboration among adults. These factors must enable people to cross lines of race and class through their common interests in family and community, while connecting the results of deliberation to power.

On the other hand, Taylor (2002) noted that one of the most important issues is how to rebuild and resuscitate such components. Since the ability of government to directly affect religious, political, or community institutions is rather limited, public policies must focus on reforming and restructuring governmental institutions such as schools and public housing authorities within these communities.

Purpose of the Study

The intent of this study was to add to the emerging inquiry of change in the urban context through an exploration of community collaboration in comprehensive urban renewal. Specifically, this study aimed to explore the community of urban renewal and school reform and to investigate why institutions such as school systems are critical to the success of urban renewal. In addition, this study was an attempt to better comprehend the
ecology of collaborative organizations and the relationship that exists between them, particularly relationships of dependence where one organization depends upon another; thus, highlighting specific strengths and weaknesses. This was also an effort to understand school-community connections and the most effective ways to mobilize school and community resources to better serve children and youth. Another aim was to understand the complexities of communication and exchange of information, both across disciplines and across professional service responsibilities. Professionals often must work without benefit of relevant information about the persons to be served. There are numerous barriers to sharing information and knowledge, including disciplinary specialization and organizational constraints such as privacy of information, incompatible formats of databases, and inaccessible information resources.

Increasingly, school leaders and educational policymakers seek collaboration with other agencies and/or institutions to improve service to students and families. Many hurdles arise when such collaboration is sought, including general inefficiency in cross-professional dialogue, legal limitations concerning exchange of private information, and bureaucratic limitations on funding joint programs and negotiating accountability requirements.

Background of the Problem

The multiple issues that youth, families, and schools encounter today stem from a variety of cultural, economic, political, and health problems. Taylor (2002) argued that neighborhood life and culture significantly influence the education and learning process and can construct high barriers between teaching and learning and schooling and
education. He concluded that it is impossible to successfully educate students in these communities without simultaneously fighting to transform neighborhoods in which they live. He noted that any school reform movement that is not linked to the radical reconstruction of the distressed community in which it is located is doomed to fail.

Taylor (2002) asserted that the community development movement has not produced a model capable of transforming distressed urban neighborhoods into great places to live, work, and raise families. The goal of the movement was to break the cycle of distress by fostering a fundamental transformation and by altering the life chances of the individuals and families living in them. Instead of becoming a comprehensive movement for radical change, Taylor said community development has degenerated into a series of discrete activities, such as enterprise zones, community economic development, community building initiatives, social capital efforts, faith-based movements, and comprehensive community initiatives. Taylor argued that such a splintered movement cannot possibly radically transform distressed neighborhoods. It is helpless in the face of the powerful economic, political, and social forces that continually reproduce distressed communities and their colored and poor white populations.

As the Independent Public Schools System encounters a major reform effort, city leaders also work to reform the Independent City, which is undergoing a modernized form of urban renewal. In evaluating urban renewal and its correlation to school reform in the public sector, there are major challenges that must be addressed, particularly in regards to the historical record of urban renewal in the Independent City. Keating (2001) contends that the immediate effects of urban renewal in the Independent city were the
uncompensated displacement of large numbers of poor residents, and overcrowding in black areas of the city. Since the urban renewal and expressway programs do not require accurate accounting, no one really knows how many people were displaced. Estimates by knowledgeable local planners are that 68,000 people represented between 19,000 and 22,000 households. In the 22 years between the start of urban renewal in 1949 and the passage of the Uniform Relocation Act, the Independent Housing Authority built 3,667 public housing units for families and 1,095 units for elderly people—a total of 4,762 potential replacement units, which represents at least 14,000 and, perhaps, as many as 17,000 households that were forced to move did not receive replacement housing.

Urban renewal is one of the most significant policies undertaken by American cities since World War II (Domhoff, 1983). One of the most detailed case studies of an urban renewal program was written by Clarence Stone. The study highlights the Independent City between 1950 and 1970 and provides details of how city officials function to aid cohesion in business groups and to discourage and fragment neighborhood groups. Stone (1998) found that urban renewal was based on the desire to expand the central business district into the land occupied by low-income black neighborhoods that were also in the process of expanding.

The U.S. Bureau of the Census records report that from 1970 to 1990, the Independent City experienced a 67% increase in population. Jargowsky (1977) revealed in a nationwide study on urban poverty concentration that overall the city experienced very little, if any, increase in concentrated poverty over the 20-year period. However, the city was among the 10 cities accounting for most of the population residing within
extremely poor neighborhoods in 1980 (Jargowsky & Bane, 1990). The metropolitan area also experienced a substantial decentralization of its middle- and upper-class African-American population (Hartshorn, 1993). This earned the Independent City the reputation of being the most racially segregated city in the country. The Independent City became known for its dual housing market (Strait, 2000) and “hyper-segregated” (Denton, 1994) communities along various dimensions.

A study regarding public housing by the U.S. Department of Housing and Urban Development (1994) revealed the Independent Housing Authority is one of the largest and most segregated public housing authorities in the country. Recognizing the way in which race affects the realization of economic influence in the city, Orfield and Ashkinaze (1991) highlighted the city’s long record of segregation. They reported that despite an outstanding economy, strong black leadership, and a highly educated African-American population, increased economic opportunity has remained unattainable for many minority residents of Independent City.

Research has concluded that the mechanism that alters the distribution of the poor and non-poor is residential mobility. Studies have established that the most common form is class-specific migration at the intra-metropolitan scale. Moreover, metropolitan populations are highly mobile residually, with considerable levels of mobility exhibited among both the poor and non-poor (Gramlich, Laren, & Sealand, 1992; Massey & Gross, 1992). Strait (2000) argued that intro-metropolitan migration of either of the two populations, or both, would influence the relative distribution of poverty, which would also affect poverty concentration.
According to Sanders (1999), the most significant implication for urban communities in the last 25 years is the impact of income distribution and poverty levels. From 1960 to 1973, national poverty levels declined nearly one-half. Urban poverty rates, however, increased dramatically in the 1980s. Poverty has the most devastating impact on children. It remains heavily focused in industrial cities, which are home to nearly half of all poor individuals.

While focusing on altering the relative distribution of varying population groups, Massey and Denton (1993) argued that the primary cause of poverty concentration is racial segregation and not class-selective migration or economic change.

Institutional forces have also proven to be directly responsible for poverty concentration through the location of public housing projects. According to Bickford and Massey (1991), significant levels of racial segregation exist within public housing. Massey and Kanaiaupuni (1993) and Holloway, Bryan, Chabot, Rogers, and Rulli (1998) found that the presence of such housing projects was targeted to poor, mostly African-American neighborhoods.

The Independent City has become more densely populated within the last 10 years as leaders have attempted to enhance the city’s tax base. Since the 1996 Olympics, census records report an increase in the number of white residents. Many of the newcomers have moved into the city’s northern and eastern quadrants and reside in apartments and condominiums. Many have renovated homes in depressed neighborhoods and converted old warehouses and office buildings into upscale urban living quarters. Almost simultaneously, the Independent Housing Authority, which once accounted for
10% of the city’s housing stock in massive compounds, launched an aggressive redevelopment campaign that has dispersed thousands of the city’s poorest residents throughout the metropolitan area. The mixed-income communities that have replaced some of the Independent City’s largest and best-known public housing developments will eventually accommodate thousands of new residents with higher incomes.

Overall, the number of black city residents has declined by 3.2%. However, blacks still comprise a majority of the city’s population, 61.4%, but their proportion has declined as the number of whites and other ethnic populations have increased.

An important chapter in the history of the Independent City is the evolution of public housing. Over the past 10 years, the Independent Housing Authority has been on the cutting edge of the national efforts to transform public housing. This initiative has razed dilapidated public housing sites and replaced these complexes with modern developments.

Independent Housing Authority officials noted that 40% of the tenants pay market rates, 40% pay token rents, and 20% are low-to-moderate income individuals who pay submarket rates.

The housing authority’s emphasis for transforming these cities is to move families up and out of public housing. Basically, the Independent Housing Authority has reengineered the concept of public housing into a new model that is guided by choice.
Statement of the Problem

Historically, urban renewal is the most significant policy undertaken by a wide range of cities since World War II. The Independent City has survived numerous urban renewal efforts, which resulted in a decline in population totals and an increase of poor families being displaced. To offset previous population declines and increase the numbers of middle- and upper-income residents, property and inner-city business owners, and institutions throughout the city have braced for change. As the city encounters numerous ongoing change initiatives, such as the shift to mixed-income communities, which has sparked a radical transformation in public housing communities, it leaves the perception that business-driven public policy plays an integral role in augmenting the disadvantages of the economy. Keating (2001) contends that instead of fostering development that enhances the lives of the people who live in Independent City, public policy focuses on serving non-residents: conventioneers, tourists, national and international sports fans, and new middle- and upper-income residents. “The limited focus of Independent City’s successive governing coalitions has produced a series of heavily subsidized development projects that have damaged local and regional interests” (p. 2). Stone (1998) noted that urban political science has paid more attention to the physical redevelopment of cities than to education and related policy areas.

Clearly, schools cannot solve the out-of-school educational problems that students and their families encounter, particularly those that are separate and independent from other social agencies. Therefore, this researcher asserts that there is an urgent need for coherent multi-organizational support and assistance to include black churches as
asserted by Landholm (2002) in servicing children and their families. Therefore, the study responded to a question regarding school-community connections: What is the nature of the influences of the larger community on processes within schools and on schooling outcomes?

Designing reforms and generating resources that contribute to the development of the community are essential for revitalization. Marschall (1998), as previously mentioned, contended that it requires that careful attention be paid to the interdependent relationship that exists between institutional rules and structures and the behavior and incentives of individuals. She further noted that reforms must be designed in ways that bring together institutional actors (police, school administrators, public housing authorities) and residents so these groups can collectively devise strategies to address the problems plaguing their communities. To accomplish this, institutional arrangements must be transformed such that they facilitate cooperation, provide opportunities for residents to participate in meaningful capacities, and, perhaps most importantly, contribute toward the creation of social capital in these particular communities.

Kawulich and Fenwick (2002) assert that “the entire community needs to reflect on ways that individual citizens can contribute to Independent City children’s education success” (p. 41).

The work to reform urban cities and school districts is very complex. Just as there are numerous dimensions that need to be considered, school system leaders assert that they alone cannot adequately address all the dimensions in reform. However, schools can serve as a catalyst for the necessary change that must take place in these communities
along the way to revitalization. The research creates an opportunity for an analysis to provide insight on critical perceptions and awareness, which offers opportunity for increased accountability.

As methods of restructuring schools continue to be a top priority, administrators look for proven methods to increase standards and cohesiveness. When there are clear goals, objectives and leadership commitment, reform initiatives can be used to bring about change and improvements in student academics, student behavior, and employee work habits. Therefore, all school districts should have a proactive problem-solving commitment that involves the empowerment of students on a daily basis. Classrooms must become centers of learning, where students expect security, freedom, fun, and power (Kidds & McGerald, 1996).

Significance of the Study

The significance of the study is the need to access the implementation of comprehensive school reform (CSR) in urban renewal communities to determine if the presence of reform strengthens the value of teamwork, collaboration, and communication. The study of comprehensive rehabilitation—reform initiatives in the Independent City—would add to the emerging inquiry of change in the urban context. To a great degree, a considerable amount of the research on community collaboration is the central focus of larger research questions, such as why institutions such as school systems are critical to the success of comprehensive urban renewal.

Research Questions

The research questions guiding this study include:
1. What common elements developed that crossed comprehensive school reform initiatives and comprehensive urban renewal?

2. What individual differences emerged between comprehensive school reform implementation and comprehensive urban renewal?

3. What organizational structures emerged in urban renewal planning?

4. What collaborative processes emerged that facilitated comprehensive school reform and comprehensive urban renewal?

5. In what ways were school leaders involved in the process of urban renewal?

6. In what ways were corporate and business leaders involved in the process of comprehensive school reform?

7. In what ways did public housing tenants become involved in the implementation of the comprehensive urban renewal project?

8. What barriers or supports were encountered in the implementation of comprehensive school reform and comprehensive urban renewal?

Summary

Education offers continued advancement to those who are marginalized. Likewise, education is perceived to be the foundation upon which the future community development movement should be built in the Independent City. An increasing number of scholars and practitioners have concluded that it is very relevant to incorporate school reform into comprehensive urban rehabilitation processes as a high priority to establish that urban environments are changing the way in which they seek to educate all children appropriately. Taylor (2002) concluded that school reform must also be linked to the
community development movement, where all community members recognize their interconnectedness and participate in the decision making and development of a comprehensive process that benefits all.

In his analysis about the climate for urban change in the Independent City, Stone (1998) reflected that the Independent City’s experience is a matter of coalition building as crucial in bringing about change. Although there are no previous references to draw from in regards to evaluative processes of past collaborative reform attempts in Independent City and the Independent Public Schools, there is a need to conduct an evaluation regarding the relationship of educational and urban reform. The value of this research will enhance established methods that promote the Independent Public Schools’ mission and efforts of educating youth as well as aid in constituency development.

In order to move forward towards progress, there must be a determination that emphasizes a strategy that enables teams of parents, teachers, and other community leaders and stakeholders to address simultaneously the multiple problems and issues confronting Independent Public Schools as well as the environmental conditions. Clearly, the problem is how to motivate stakeholders to make the academic performance of students a matter of central concern, along with the well being of the community as a whole.
CHAPTER II
REVIEW OF THE LITERATURE
The Problem of Student Achievement

Nearly 10 years ago, President George H.W. Bush and state governors' set goals aimed at preparing the nation's children to increase their achievement in core subjects and outpace the world in at least mathematics and science by 2000. The necessity for this national debate to advance student achievement and the consequences of failing to do so remains uncertain today. Among the major issues is who defines the content to be learned, and who ensures the opportunity to teach and learn it well.

The National Science Board, which advises the President and Congress on national education policy, published *Failing Our Children* in 1998. The report urges all stakeholders in the system of K-12 education to develop a nationwide consensus for a common core of knowledge and competency in mathematics and science. The report states that, in the global context, a literate population is vital to the democratic process, a healthy economy, and higher quality of life.

Just as the inability to read puts a child at risk of truancy and becoming a school dropout, deficiencies in mathematics and science have become a barrier to higher education and the 21st century workplace. Preparation of new generations for entry to both of these worlds is a community responsibility; it cannot be delegated to teachers and schools alone. A further implication is that as American schools fail more young people,
this nation's capability to be innovative, and solve critical problems in order to sustain world leadership is endangered.

Strategies for Coping with the Problem

Organizations such as the National Science Board have encouraged local school districts, communities, and education agencies to develop strategies that promote student achievement. Local stakeholders converge on what matters most for student achievement—rigorous content standards, high expectations for teaching and learning, teachers well prepared in the subjects they are teaching, and meaningful measures of accountability. Such collaboration helps to clarify shared responsibility and points to where contention lies.

Community School Problems

Since schools alone cannot solve the problems imported into them from society, some projects reach beyond schools; they draw upon the power of community institutions, such as churches and civic groups, to improve schools and aspects of life in the community that impact education. Successful systemic initiatives usually result in an increase in the quantity and quality of the various forms of parental involvement identified by Epstein (1995), such as parent volunteers in school, and parents helping children with homework.

Many such initiatives have succeeded in improving student achievement and transforming the culture of schools (Lewis, 1997; Murnane & Levy, 1996). James Comer's School Development Program ranks among the top projects that demonstrate change in the urban context.
The most successful school reforms are collaboratives between parents and schools. Typically, reform efforts are motivated by a group of local institutions, sometimes with the aid of foundation resources. The initiators of collaborative reform projects tend to view a school and its surrounding neighborhood as a part of an interdependent social ecology that must be understood as a whole in order to identify problems and develop solutions (Heckman, 1996a; Lewis, 1997; Murnane & Levy, 1996). They address the ways that the strengths and difficulties in a school and neighborhood can affect each other and the children in both contexts.

The projects often marshal the political strength of the residents and the institutions in a community, such as churches and civic organizations, to obtain needed reforms and resources for schools. Some are designed to impact values, cultures, and languages of the various components of a child's ecology—home, school, and neighborhood—more continuous. The idea is that key stakeholders join forces to study issues of concern to the community. Their joint inquiry permits the worlds of the school, home, and neighborhood to come together (Heckman, 1996a; Lewis, 1997).

Attention to social ecology of schools and neighborhoods respond to the important concerns raised by Lareau and Shaumar (1997) about the individualist approach to family-school relationships pervasive in educational policy. The authors note that most schools' attempt to engage individual parents without considering how differences in education, income, social networks, and positions of power can affect the ability or willingness to participate. The result is that parents from working and lower class groups are less likely to become involved in school-related activities. The emphasis
of community school reform is to establish approaches that can be affirming and can increase participants’ awareness of their collective power.

The foundation of the work of successful initiatives consists of building relationships among parents, educators, community leaders, and public officials. Such relationships foster increased involvement, and create resources such as trust, information channels, and shared norms among people that are essential to transforming schools (Coleman, 1990).

As the chief executive officer of a school, a principal’s willingness and ability to engage in a collaborative process of reform is essential to the success of the initiative (Cortes, 1994; Heckman, 1996a; Smylie, Crowson, Chou, & Levin, 1996). Since educational bureaucracies typically are more conducive to unilateral, command-and-control leadership than collaborative leadership, reformers usually seek out and cultivate principals who are open to examining and changing their style of leadership. Additionally, it is important to recognize the impact of the local educational bureaucracy on a reform initiative. Organizations which establish a collaborative relationship with higher levels of the educational bureaucracy, such as state or city departments of education, usually have an easier time gaining access and beginning the process of collaboration (Murnane & Levy, 1996).

Problem Statement

Historically, community reform or urban renewal has been the most significant policy undertaken by a wide range of cities since World War II. The Independent City has endured numerous urban renewal initiatives, which resulted in a decline of population
totals and an increase in the number of poor families displaced (Keating, 2001; Stone, 1998). To offset previous population declines and increase the numbers of middle- and upper-income residents, property and inner-city business owners and institutions throughout the city have braced for change. As the city encounters ongoing change, such as the shift to mixed-income communities, which has sparked a radical transformation in public housing communities, it leaves the perception that business-driven public policy plays and integral role in augmenting the disadvantages of the economy. A major complaint is that too much has been given to the physical development of the city rather than education and related policy areas.

Clearly, schools cannot solve the out-of-school educational problems that students and their families encounter, particularly those that are separate and independent from other social agencies. Therefore, there is an urgent need for coherent multi-organizational support and assistance in servicing children and their families.

The purpose of this study was to respond to numerous complex questions regarding school-community connections, which include:

- What is the nature of the influences of the larger community on processes within schools and on schooling outcomes?
- What disciplinary perspectives are vital to gain understanding of these processes?
- How can dialogue across disciplines (such as business, education, planning, and politics) and across areas of service responsibility be made more efficient?
Designing reforms and generating resources that contribute to the development of the community are essential to revitalization. Marschall (1998) argued that it requires that careful attention be paid to the interdependent relationship that exists between institutional rules and structures and the behavior and incentives of individuals.

The work to reform urban cities and school districts is very complex. Just as there are numerous dimensions that need to be considered, schools alone cannot adequately address all the dimensions of reform. It is also appropriate to expect schools to solve all of the problems plaguing depressed communities. However, schools can serve as a catalyst for the necessary change that must take place in these communities along the way to revitalization. The research also creates an opportunity to provide insight on critical perceptions and awareness, which offers opportunity for increased accountability.

As methods of restructuring schools continue to be a top priority, administrators look for proven methods to increase standards and cohesiveness between school and families and communities. When there are clear goals and objectives and leadership commitment, reform initiatives can be used to bring about change and improvements in student achievement, student behavior, and employee work habits.

As Independent City leaders transformed the city in preparation for the 1996 Olympics, the public system of education was a major issue of concern. The establishment of mixed-income communities was the strategy used to not only fix educational concerns, but to address the mounting challenges regarding the lack of housing for low-income and middle-income residents. The first two developments were established in the Northwest Corridor and in the East Corridor of the city. Along with
new upscale housing, planners, developers, housing officials, community residents, and school and business leaders shaped a new legacy for public education through the establishment of community schools and the city’s first charter school. Their justification and focus were driven by student test scores at the targeted schools on the Iowa Tests of Basic Skills (ITBS), which were inconsistent and extremely unusual. Overall, as reflected in Table 1, in the Northwest Corridor Elementary School’s reading scores there are highly unusual increases in the majority of grade levels from 1994 to 1995. With the exception of grade 5, all classes increased the percent at or above the national norm by at least 20%.

In comparison to other elementary schools (grades 1-5), the Northwest Corridor Elementary School’s test scores increased at a much higher rate. As reflected in Table 2, ITBS reading scores for the Eastside Corridor Elementary School were also puzzling. For instance, each grade, with the exception of grade 5, experienced dramatic decreases. In comparison to other elementary (grades 1-5) schools, the Eastside Elementary School’s scores decreased at a much greater rate, whereas scores in other Independent Schools increased by 5 points.

As part of the transformation, the Northwest Corridor Elementary School was torn down and a new school was constructed at a different site. On the other hand, the Eastside Corridor Elementary School was gutted and rebuilt. New leadership and staff were assigned to both schools. These redevelopment projects also became the genesis for new school reform models.
Table 1

_Northwest Corridor Elementary School's Iowa Tests of Basic Skills Reading Results_  
*(Regular Program Students Tested)*

<table>
<thead>
<tr>
<th>Grade</th>
<th>Number of students tested per grade level</th>
<th>1994</th>
<th>1995</th>
<th>Difference (1995-1994)</th>
</tr>
</thead>
<tbody>
<tr>
<td>01</td>
<td>57</td>
<td>38</td>
<td>58</td>
<td>+20</td>
</tr>
<tr>
<td>02</td>
<td>59</td>
<td>20</td>
<td>78</td>
<td>+58</td>
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<tr>
<td>03</td>
<td>36</td>
<td>13</td>
<td>61</td>
<td>+48</td>
</tr>
<tr>
<td>04</td>
<td>37</td>
<td>59</td>
<td>81</td>
<td>+22</td>
</tr>
<tr>
<td>05</td>
<td>29</td>
<td>61</td>
<td>69</td>
<td>+8</td>
</tr>
<tr>
<td>Total students tested</td>
<td>218</td>
<td>34</td>
<td>69</td>
<td>+35</td>
</tr>
<tr>
<td>Elementary (grades 1-5) schools</td>
<td>23,637</td>
<td>54</td>
<td>59</td>
<td>+5</td>
</tr>
</tbody>
</table>
### Table 2

**Eastside Corridor Elementary School’s Iowa Tests of Basic Skills Reading Results**

*(Regular Program Students Tested)*

<table>
<thead>
<tr>
<th>Grade</th>
<th>Number of students tested per grade level</th>
<th>Percent at or above the national norm</th>
<th>(NP = 50)</th>
<th>Difference (1995-1994)</th>
</tr>
</thead>
<tbody>
<tr>
<td>01</td>
<td>63</td>
<td>82</td>
<td>79</td>
<td>-3</td>
</tr>
<tr>
<td>02</td>
<td>48</td>
<td>88</td>
<td>69</td>
<td>-19</td>
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<tr>
<td>03</td>
<td>39</td>
<td>42</td>
<td>33</td>
<td>-9</td>
</tr>
<tr>
<td>04</td>
<td>34</td>
<td>74</td>
<td>41</td>
<td>-33</td>
</tr>
<tr>
<td>05</td>
<td>34</td>
<td>85</td>
<td>94</td>
<td>+9</td>
</tr>
<tr>
<td>Total Students Tested</td>
<td>218</td>
<td>75</td>
<td>65</td>
<td>-10</td>
</tr>
<tr>
<td>Elementary (grades 1-5) schools</td>
<td>23,637</td>
<td>54</td>
<td>59</td>
<td>+5</td>
</tr>
</tbody>
</table>

**Review of Research**

The education reform movement in the early 1980s prompted efforts to change the operation and output of public schools. Most states responded to the warning by the National Commission on Excellence in Education (1983) that poor-quality schooling was a threat to the nation. Changes initiated in the states encouraged school districts to adopt
new instructional goals, promotion policies, teacher evaluation procedures, and graduation requirements, as well as introduce a planning process and carry out a review of the curriculum (Cuban, 1984).

Some educators charged that changes prevented school personnel from shaping the curriculum to student needs (Snauwaert, 1993). In response to the argument that more comprehensive reforms were needed, state policymakers sought ways to redesign the education system. Two concepts were at the heart of the reform strategies the adopted—decentralization and participation.

The movement toward school-based leadership (SBL) has become particularly important. Many of the management functions which were previously centralized for control and standardization are now being decentralized to the local school level where they become the responsibility of the principal and/or the school-based council made up of the principal, teachers parents, and students. School-based leadership is the framework in which the human resources function is, and increasingly will be, implemented. It is incumbent upon the principal to develop the knowledge, skills, attitudes, and abilities to be effective in this redefined role. The interdependent links between institutions and individuals make reform of core local institutions such as schools possible so that they may deliver better institutional outcomes and lead to civic spillovers for the larger community (Marschall, 1998).

A major emphasis in the school reform movement is the factors that most parents have in common. Research has proven that they want their children to excel in school, to have a good future, and believe they have the right to decide what is best for their
children. In addition, it has been proven that when parents participate actively in school on behalf of their children, they understand that the basic concept of citizen participation is premised on the assumption that value accrues to both individuals and collectives (institutions, communities, or societies) as the result of the active and regular involvement of citizens in civic and political life. The benefits of such participation are educated citizens and public confidence in governmental processes (Berry, Portney, & Thomson, 1993). Parent participation nurtures the democratic strength of individuals because they receive insight of how to be better citizens (Gittell, 1980). Such participation is believed to contribute to the development of communities, particularly those that provide opportunities to engage in discussion, deliberation, face-to-face interaction, and where participants are able to foster norms and values that enhance and encourage groups and individuals to work toward collective goals (Ostrom, 1990). Lastly, participation is thought to increase the effectiveness of institutions by encouraging the development of policies and processes that are more responsive and equitable. Many scholars believe that civic involvement is spontaneously generated. Others (Putnam, 1995, 1996) emphasize the importance of certain attributes. Researchers are now beginning to address the issue of how and why citizen involvement arises and develops by focusing on the institutional and social contexts of participation. Skocpol (1996) argued that civic associations and citizen participation in the United States developed less from purely local decisions of collections of individuals and more as a consequence of the institutional patterns of federalism, electoral politics, and political parties. Although Valelly (1996) refuted the bottom-up nature of participation, he contended that
involvement stems from organizations that draw people to participate in parties, groups, and/or movements. Likewise, Rosenstone and Hansen (1993) argued that participation is firmly rooted in institutions and organizations that mobilize individuals and structure their involvement. Moreover, participation results from the process of mobilization whereby activists, groups, and organizations encourage others to participate through personal contact and recruitment, and indirectly promote participation. The benefits of participation are cooperation, trust, and empowerment, which are prerequisites for effective political mobilization and action. Although the nature and enormity of American's declining participation in political, social, and civic organizations and activities has not been completely determined, there is clearly evidence that the foundation of such institutions that bring people together and cultivate civic capacity has deteriorated consistently in recent decades (Putnam, 1995). It is believed that this deterioration has been most severe in the inner cities. Although research reveals that no study has explicitly or systematically investigated this claim, various strains of research provide evidence of both lower levels of participation and the breakdown of mediating institutions in inner cities. Such studies of political participation have repeatedly found that socioeconomic status (SES) impacts participation. Those with low SES are least likely to participate (Nagel, 1987). This must be taken under consideration especially since the proportion of inner-city residents living in poverty (and the concentration of this poverty) has risen
dramatically since the 1960s (Wilson, 1987, 1996). The participation levels of urban residents should have witnessed extreme declines.

According to Bachrach and Botwinick (1992), the increasing number of low SES citizens who do not vote means that elected officials have little incentive to pursue policies that address the problems and issues important to these residents, which fosters the non-participation of inner-city poor. Basically, the mobilization of bias fuels the structural bias in urban politics (Stone, 1998), which explains how and why economic interests have maintained control over local resources and power.

There are a number of other factors that may contribute to lower levels of participation and the deterioration of mediating institutions in inner cities. A major factor is the mass migration of central city residents to the suburbs. In addition, the departure of large manufacturing firms and jobs substantially reduced central city tax revenues. As a result, cities lost a considerable amount of federal aid in the 1980s and 1990s (Judd & Swanson, 1994). The loss of higher status residents, increasing levels of inner-city poverty, and reductions in city services left many inner-city communities with few resources to maintain existing neighborhood institutions. Increasing levels of crime, gang-related violence, drug trafficking, and single-family households further contributed to institutional disinvestments and neighborhood deterioration (Wilson, 1994).

Marschall (1998) argued that when considering how to revitalize democracy in the inner city, consideration must be given to lack of participation in civic and political life as both cause and consequence of the deterioration and departure of the mediating
institutions in these communities. Therefore, the revitalization of urban democracy depends, at least in part, on strengthening and rebuilding these mediating institutions.

Cortes (1996) noted that the success of a community requires more than financial capital, physical capital; it requires the relationships of trust and collaboration among adults. These facets of a community must enable people to cross lines of race and class through their common interests in family and community, while connecting the results of deliberation to power.

According to Taylor (2002), one of the most important issues at this point is how to go about rebuilding and resuscitating such components. He noted that public policies must focus on reforming and restructuring governmental institutions such as schools, public housing authorities, and police units within these communities since the ability of government to directly affect religious, political, or community institutions is rather limited. It is possible that the revitalization of these institutions could contribute toward building the social and economic milieu necessary to re-stabilize and sustain other institutions such as education.

There are numerous factors that must be considered in the school community collaboration change process. Among them are student achievement and socioeconomic status, climate and leadership, reform, planning, and programs.

Student Achievement and Socioeconomic Status

Mussoline (1998) found that the impact of utilizing communal reform practices increases student achievement in all types of high school settings. The researcher concluded that there is both a social context (related to school socioeconomic levels) and
a cultural context (related to a school’s level of academic orientation) at play in creating high-achieving high schools. Data were obtained from a follow-up survey of the National Center for Education Statistics (1990). The National Educational Longitudinal Study of 1988 (NELS: 88) tracked base year students to their tenth grade schools. Through a series of OLS regressions followed by a sequence of HLM analyses, a statistical strategy was applied to unveil the effects of school socioeconomic status (SES), academic press and school communality on restructured schools. This study concluded that the effects of school restructuring could be problematic for certain school types. It seems that the use of communal restructuring practices in the nation’s most indigent schools are less important for student achievement than the presence of academic press.

In low-SES schools, restructuring may be a questionable method of raising student achievement levels. While mild positive achievements effects associated with school restructuring practices are described across the socioeconomic spectrum, data analysis explains that much of those effects are tied to school SES as well as to levels of communality and academic press inherent within the school’s culture. When the organizational culture of the school setting is one that encourages high levels of student academic success and students are encouraged to succeed in all school SES environments (but most especially in low-SES school contexts), student achievement rises. Clearly, a school’s level of academic press impacts upon and influences achievement effects associated with restructuring.

Hoagland (1995) determined the relationship between comprehensive high school size and student achievement in mathematics, reading and written expression as measured
by the 1990 California Assessment Program (CAP) while controlling for the effects of socioeconomic variables. The research used the twelfth-grade California Assessment Program mathematics, reading, and written expression test data from 756 California public, comprehensive high schools to determine relationships and differences. Seven size categories were distributed in three SES strata. The findings revealed weak inverse correlations between school size and low SES reading and written expression scores. Significant differences were identified in reading scores for both low SES and high SES schools. Very large (500+ seniors) schools performed significantly below other size categories. These findings suggest that reading may be most sensitive to the size variable. Also, the low SES schools may be particularly vulnerable to negative effects of large size. The researcher also concluded that further exploration be conducted to highlight sensitivity of both reading scores and low SES schools to the size variable.

Jackson (1999) examined the idiom comprehension test performance of African-American and Caucasian students with normal achievement (NA) and learning disabilities (LD). All of the students were from the same geographic-regional area and were of comparable SES. Utilizing the 42 idiomatic expressions in the Figurative Usage subtest of the Test of Word Knowledge (TOWK), the purposes of the assessment tasks were (a) to examine the consistency of findings of a significant difference in idiom comprehension skill, when applied to urban, low SES, NA, and LD students, in contrast to the few previously reported studies in which NA and LD students were compared, (b) to examine ethnic, cultural-linguistic differences in idiom comprehension skill, and (c) to examine the effects of two differing item presentation formats on the students' idiom
comprehension. Modifications were made to accommodate group administration of the subtest and the basal and ceiling rules were disregarded to allow direct performance comparisons between and within student groups. The participants in this study were 140 fifth-grade students enrolled in five inner-city public schools. The NA group was composed of 108 students (71 African Americans; 37 Caulcians) and the LD group was composed of 32 students (23 African Americans; 9 Caulcians). Based on the mean percentage correct scores obtained for each student and for the two student achievement assignment and ethnic groups, a 2 x 2 x 2 mixed factorial analysis of variance was used to assess between-subjects effects on the total test measure and within-subjects effects on the dichotomous item presentation format measures. It was hypothesized that there would be no difference in the idiom comprehension skills of the students, regardless of achievement group or ethnic group, on the total test measure or on the dichotomous item presentation format measures. Across all measures, findings indicated significantly better performance by the NA students. Although the format appeared to aid idiom comprehension for the LD students, no significant ethnic group differences were found.

Student Achievement, Climate, and Leadership

Spence (2003) determined the extent to which achievement varies in low SES schools that differ in climate. The researcher employed survey research methodology to collect school climate data needed to answer research questions. The Organizational Health Inventory for Elementary Schools or OHI-E (Hoy & Tarter, 1997) was administered to 286 faculty members from 11 sample schools. To measure student achievement, the study included grade level mean scaled scores on the Virginia Standards
of Learning tests. The findings revealed a statistically significant positive relationship, in certain instances, between climate and achievement in 11 low SES elementary schools surveyed. In particular, a statistically significant relationship was found between achievement and Teacher Affiliation and Academic Emphasis. The relationships between achievement and Institutional Integrity, Resource Influence, and Collegial Leadership were not statistically significant. In certain instances, there were significant differences in achievement amongst schools that varied in the climate dimension Academic Emphasis, suggesting that those seeking to improve achievement in low SES elementary schools should evaluate and address perceptions of climate in their schools, in general, and Academic Emphasis in particular.

Fisher (2003) examined the relationship between principal leadership style, climate, and student achievement utilizing a stratified random sample of 36 elementary schools. The Multifactor Leadership Questionnaire was used. Climate data, measured as Principal Openness and Teacher Openness, were obtained through the use of the Organizational Climate Description Questionnaire. Student achievement was also measured using state-developed assessments. Research questions explored teachers’ perceptions of principals’ leadership style and perceptions of climate. The study revealed that relationships existed between leadership style and climate, leadership and student achievement, and between climate and student achievement. Student achievement was also compared to the socioeconomic status for correlation, which demonstrated that transformational leadership was the dominant principal leadership behavior. No
statistical relationship was found between leadership style and student achievement or between SES and reading achievement.

Hoy, Hannum, and Tschannen-Moran (1998) studied health and openness to develop measures of organizational climate. They studied the effects of socioeconomic status (SES), and four, second-order climate variables, Collegial Leadership, Teacher Professionalism, Academic Press, and Environmental Press upon student achievement and theorized that each of these variables makes significant, independent contributions to student achievement as measured by standardized test scores and that the predictor variables explain a substantial amount of variance in the hypothesized model. The researchers conducted a sparing evaluation of climate in their examination of important linkages at the institutional, managerial, and technical levels of schools. Their findings were replicated, using recent data from a large urban sample of middle schools. The study also proposes a revised path analysis model to better explain the effects of climate factors upon student achievement.

Student Achievement and Reform

Arvidson (1997) contends that the movement toward reform practices in mathematics instruction may be even more critical for students in low SES schools. Specifically, this study examined the relationship between student achievement and the instructional beliefs and practices of mathematics departments. The investigation was completed in two main areas. The first area consisted of an analysis of the CLAS scores of secondary schools statewide from 1990 to 1994, when some schools had finally adopted a reform curriculum. The second area consisted of a random survey of 310 high
schools to elucidate the degree to which their respective departments have aligned themselves with reform beliefs and practices. Regression analysis revealed slight statistically significant differences in the achievement scores of those students in reform programs when compared to students in traditional programs, while holding SES constant. Although specific sites did report increases in student achievement as a result of reform programs, this investigation did not demonstrate that reform-based programs in mathematics have yet increased mathematics achievement scores significantly. While the data also indicate that the majority of mathematics departments are aware of the NCTM guidelines, there seems to be a gap in subsequent implementation. Reform has not yet had the time or support in professional development to demonstrate a pronounced effect. However, as this study indicates, early signs of the effectiveness of reform instructional methods are promising. Descriptive and correlational analyses indicated that the benefits of a reform-based approach to mathematics instruction are critical thinking, problem-solving skills, and the ability to collaboratively learn within the context of real-life problems, with no decrease in achievement scores. The data suggest that some of the critics' claims that the new approach lowers achievement scores are unfounded. The study calls for a renewed emphasis on teacher education based on the NCTM standards, time for collaboration among teachers, and a call for ongoing professional development in reform practices.

Newbill (1999) explored relationships between the degree of school restructuring in Western Washington elementary schools and results on criterion-referenced tests for reading, writing, mathematics, and listening administered to fourth-grade students in
1997. The convenient sample included 47 elementary schools from 4 different counties. The study extended a larger project on educational reform conducted by 7 researchers. The study evaluated relationships between the degree of school restructuring with a construct developed through factor analysis of classroom teacher responses on the School Practices and Changes Questionnaire (SPCQ) and results on the 1997 Washington Assessment of Student Learning (WASL/4). The study utilized the four scales of instructional enhancement, collaboration, fundamental change, and the composite score of these factors to measure the degree of school restructuring. The percentage of students reaching performance benchmarks on the WASL/4 tests for reading, mathematics, writing, and listening described achievement. Correlation and stepwise multiple linear regression procedures controlled for the overlapping effects of demographic variables: SES, student body ethnicity, and enrollment; the four measures of restructuring; and achievement results in four performance areas. With one exception, no statistically significant correlations were found between the degree of school restructuring and the demographic variables and between restructuring and WASL/4 results. SPSS calculated a single significant correlation between the degree of restructuring and student achievement, between instructional enhancement and reading. The regression analysis revealed that the SES of the student body was the best predictor of achievement in reading and mathematics, writing, and listening, not the degree of school restructuring. Student body ethnicity added small increments to predictions on mathematics and listening, and enrollment added slightly to the performance prediction on mathematics. Finally, it would appear that changes have occurred in all types of elementary schools,
regardless of SES, student body ethnicity, enrollment, degree of school restructuring, or level of academic achievement.

Smithmier (1998) studied the manner in which disadvantaged students fall between system gaps because of the fragmented and "loosely coupled" structures endemic to public organizations. The study considered students' advantages in the wake of coherent reform, integrated services, and the impact of autonomous and fragmented organizations to frame an analysis of a school-linked integrated services initiative. The analysis utilized data from a longitudinal case study to address two related questions: (a) To what extent is the organizational capacity of urban public schools able to accommodate school-linked integrated services? (b) Under what such organizational conditions is the reform idea of school-linked services facilitated or constrained? Using qualitative research methods, the study utilized data from a two-phase, multi-site case study of four urban schools (one elementary school, two middle schools, and one high school) and two low-SES neighborhoods surrounding the school attendance areas. Data were collected through in-depth interviews, observational field notes in both the schools and neighborhoods, and a review of relevant documents dating from 1992 to 1996. Through the iterative process of constant comparison, the research was conducted within-site and across-site analyses on the coded and categorized data. The relevance of the study is in response to recent calls for understanding the "deeper structures" of schools in an era of school improvement and increased student achievement. Further, it contributes a theoretical bridge between two distinct literatures: organizational theory and educational reform concerned with pre-learning needs of students.
Student Achievement and Planning

Stroud (1989) determined which instructional leadership behaviors would predict higher student achievement in two distinct school settings: effective schools—elementary schools whose 1988-1989 third-grade Georgia Criterion-Referenced Competency Tests (CRCT) scores in reading fell within the top rank of 25 schools; and less effective schools—elementary schools whose 1988-89 third-grade Georgia CRCT scores in reading fell within the bottom rank of 25 schools. Forty-three elementary school principals employed in the same large urban school district (n = 21 effective schools, n = 23 less effective schools) were selected through a stratified random sampling procedure. Each principal participant was assessed by his or her respective third-grade teachers through the administration of the Principal Management Rating Scale (PIMRS). The data sets were compiled from students’ scores in reading on the 1988-1989 Georgia CRCT.

Principals’ instructional leadership behavior was measured by incorporating third-grade teachers’ perceptual ratings of their principals in three leadership dimensions: defining the mission, managing the curriculum and instruction, and promoting a positive school learning climate. The underlying assumption for the study was that higher average PIMRS scores would be related to higher student achievement gains. The findings of this study did not support the assumption. Socioeconomic status (SES) of students was higher in effective schools than in less effective schools. Additionally, this study showed that SES of students was not significantly related to teacher perceptions of principals’ instructional leadership behavior.
Onwuchekwa (1996) examined the impact of site-based decision making (SBDM) implementation on student TAAS achievement in Spring Branch Independent School District in Houston, Texas. More specifically, the study purported to ascertain, what effect, if any, did ethnicity, SES, and standard English proficiency coupled with site-based decision making implementation have on student TAAS test performance? The following broad issues were examined: (a) the impact of SBDM implementation on student ethnic groups TAAS test performance over three consecutive years, (b) the impact of site-based decision making (SBDM) implementation on TAAS test performance of students in regard to their SES over three consecutive years, and (c) the impact of site-based decision making (SBDM) implementation on limited/non-limited English proficient students' TAAS test performance over three consecutive years. This study was an ex post facto or one in time longitudinal study. The study employed a descriptive research design. The sample population of this study consisted of 11 elementary schools out of 22 elementary schools in the Spring Branch Independent School District. These schools were chosen based on the ethnic diversity of the student body and the schools had participated in TAAS testing over the consecutive three-year period. By ethnic diversity of the student body, we mean significant numbers of African-American, Hispanic, and Asian students separately or collectively. The data were analyzed by methods of one-way analysis of variance, Scheffé post hoc analysis, and t tests. The significant findings and conclusions that were drawn from the study were as follows:
1. Site-Based Management Decision Making implementation in Spring Branch Independent School District showed no progressive impact on student TAAS achievement scores over a three-year period. The second year TAAS scores were significantly different from the first- and third-year scores.

2. A significant difference existed between the minority group and their Caucasian counterparts with the exception of the Asian population whose TAAS performance was not significantly different under SBDM implementation.

3. A significant difference exists between socioeconomic status groups’ performance under site-based decision making implementation.

4. There exists a significant difference between LEP and non-LEP groups’ performance under SBDM implementation.

5. Ethnicity had a significant impact on student TAAS achievement scores under SBDM implementation.

West (1995) investigated the relationship between seven school climate factors of order, leadership, environment, involvement, instruction, expectations, and collaboration, as quantified by the Tennessee School Climate Inventory (TSCI) and student achievement gains in reading and mathematics for fifth-grade students as measured by Tennessee’s value-added assessment model. This research was also designed to include an investigation of the relationship between student socioeconomic status (SES) as measured by the free and reduced lunch rate for individual schools and student achievement gains in reading and mathematics for fifth-grade students as measured by Tennessee’s value-
added assessment model. The sample for this study consisted of 22 elementary schools from two cohort groups that participated in the Positive Attitudes in Tennessee Schools (PATS) project between 1990 and 1993. The schools contained in the sample represented all regions of Tennessee. Schools in the sample came from multiple community settings that included rural, small town, suburban, urban fringe, and urban populations. The sample included the availability of data on student achievement, school climate, and student SES for multiple years. Pearson’s correlational analysis revealed no statistically significant coefficients among the variables. The coefficients were all weak and varied from positive to negative in direction.

Student Achievement and Programs

Zentner (2002) conducted an investigation regarding the manner in which discipline issues need to be addressed within the larger context of what is going on in the classroom, school building, school district, and the community. The study used multiple regression analysis to examine the relationship between student achievement and student discipline. The independent variables included student discipline as measured by habitual truancy, out-of-school suspension and expulsion rate, socioeconomic status (SES), ethnicity, building enrollment size, and limited English proficiency (LEP). Student achievement was measured by performance on the Wisconsin Knowledge and Concepts Examination (WKCE) for Wisconsin eighth-grade students in reading and mathematics for the 1999-2000 school year. This study reaffirmed and supported the researcher’s hypothesis in that student discipline and student achievement are highly
correlated and provided new insights into the complex nature of discipline variables and their relationship to achievement.

Woolley (1996) studied the relationship between school calendar and academic achievement and attendance. Student achievement was measured by a Texas Learning Index (TLI) score on the Texas Assessment of Academic Skills (TAAS), which is a criterion-referenced test given annually to students in grades three through eight and grade 10. The study utilized a control group of 483 fifth-grade students at traditional calendar schools. The experimental group consisted of 292 fifth-grade students at year-round schools. The study revealed that there was no statistically significant difference in either reading or mathematics achievement or in attendance. No interaction effects were noted between low SES and other than low SES students. No interaction effects were noted between the three ethnicities in this study, African American, Anglo, and Hispanic.

Conway (1994) investigated the relationships among parental involvement in school and parental educational aspirations for the student and student achievement, self-concept, and student educational aspirations. The study also explored whether this relationship was affected by the sex of the student, the sex of the parent, or an interaction or both. Finally, the question of the relevance of SES and race to this relationship was considered. Data from a nationally representative sample, the National Education Longitudinal Study of 1988 and 1990 were analyzed. A close examination of the sample provided a snapshot of the parents and students. Multivariate analyses indicated a solid relationship between parental involvement together with a parent’s educational
aspirations for the child and the student’s achievement, self-concept, and aspirations. The sex of the student, race, and SES were meaningful additions to the model. Education aspirations that a parent holds for the child exhibited the strongest relationship. Since several aspects of parental involvement did not have a strong relationship, questions arise regarding both the measure and the value of parental involvement.

Summary

The research emphasizes a strategy that enables teams of parents, teachers, community leaders, and other stakeholders to address simultaneously the multiple problems, environmental conditions, and issues confronting schools. Clearly, the problem is how to motivate stakeholders to make the academic performance of students a matter of central concern along with the well being of the community as a whole. The research provides a basis to explore the juncture between urban renewal and school reform and to investigate why institutions such as school systems are critical to the success of urban renewal planning. Additionally, the research supports the effort to comprehend the ecology of collaborative organizations and the relationship that exists between them, particularly relationships of dependence where one organization depends upon another, thus, highlighting specific strengths and weaknesses. Further, the research affirms the ability to understand school-community connections and the most effective ways to mobilize school and community resources to better serve children and youth.
CHAPTER III
RESEARCH METHODOLOGY

Introduction

This study explores the commonality of urban renewal and school reform and investigates why institutions such as school systems are critical to the success of urban renewal. An attempt is made to understand and better comprehend (a) the ecology of collaborative organizations and the relationships that exist among them, (b) the complexities of communication and the exchange of information, (c) school-community connections, and (d) the most effective ways to mobilize school and community resources to better serve the needs of children and youth.

This chapter includes the methodology employed during this study, as well as the theoretical framework, research questions, design of the study, data sources, profiles of the participants and research setting, and data collection and analysis procedures.

Theoretical Framework of the Study

The Urban Change through Community Engagement Model was developed as the framework from which to view the results. How one understands a problem determines how one responds to it. The Urban Change framework may be illustrated as a flow chart that represents the close relationships among three meditations of experience: critical connections; decisions, judgments, perceptions and responses; and commitments. The Urban Change Model (see Figure 1) emphasizes the ongoing relationship between
reflection and action. The concept was developed by Smith and Persaud (2004) as a means of interpreting the latest wave of urban change in Independent City. The model is a hermeneutic method of interpretation that continually puts forth relevant questions to challenge older beliefs by the force of situations. The first moment or column in the model pertains to key entities building critical connections to collaborate, coordinate, communicate, which is the basis for action in the lived experience of individuals, groups, institutions, and communities. The exchange of ideas is the second moment. It reflects an attempt to understand interrelationships. Establishing commitments is the third moment, which is an effort to gain deeper understanding of the analyzed experience in the light of teaching. This phase makes it possible to consider the resources of tradition and culture. The purpose of the model is to empower citizens through shared decision, planning, and action.

The Urban Change Model seeks to obtain a more complete picture of a social situation by exploring its historical and structural relationships. Basically, it is an investigative tool that serves as a lens to allow viewers to grasp the reality with which they are dealing. It explores reality in various dimensions. Reaching beyond issues, policies, and structures, to establish a focused analysis ultimately focuses on systems. For example, a social system's economic design can be perceived as a distinct functional region or subsystem. One can analyze the political order or a system and its cultural foundation as well as a social system in terms of levels—primary groups, local communities, nation-states, and even in terms of the world system.
Collaborative Constituency Building

Collective Action Agenda

Equity and Excellence

Figure 1. Urban Change through Community Engagement Model
The analysis is conducted both in terms of time—historical and space—structural. The historical aspect involves the study of the changes of a social system through time whereas the structural segment offers a cross section of a system's framework in a given moment of time. Both dimensions are necessary for a comprehensive analysis, which creates an opportunity to distinguish the objective and subjective dimensions. The objective involves various organizations, behavior patterns, and institutions that take on external structural expressions whereas the subjective dimension includes consciousness, values, and ideologies. These elements must be analyzed in order to understand the assumptions operative in any given situation. Questions highlighted in the analysis unmask the underlying values that shape the perspectives, responses, judgments, or decisions of those acting within a given exchange situation.

Rationale for Research Methodology

The Qualitative Research Paradigm

Qualitative research is concerned with understanding behavior from the subject's own frame of reference. It is an investigative process where the researcher gradually makes sense of a social phenomenon by contrasting, comparing, replicating, cataloguing, and classifying the object of study (Miles & Huberman, 1984). These kinds of data are usually collected through sustained contact with people in settings where subjects normally spend the time (Bogden & Biklen, 1992). The qualitative research paradigm has its roots in cultural anthropology and American sociology (Kirk & Miller, 1986). Only recently has it been adopted by educational researchers (Borg & Gall, 1989). The
intent of qualitative research is to understand a particular social situation, event, role, group, or interaction (Locke, Spirduso, & Silverman, 1999).

**Characteristics of Qualitative Research**

Creswell (2003) recommends the characteristics of qualitative research advanced by Rossman and Rallis (1998) because they capture both traditional perspectives and the newer advocacy, participatory, and self-reflective perspectives of qualitative inquiry. These are:

1. Qualitative research takes place in the natural setting.
2. Qualitative research uses multiple methods that are interactive and humanistic.
3. Qualitative research is emergent rather than tightly prefigured.
4. Qualitative research is fundamentally interpretative.
5. The qualitative researcher views social phenomena holistically.
6. The qualitative researcher systematically reflects on who he or she is in the inquiry and is sensitive to his or her personal biography and how it shapes the study.
7. The qualitative researcher uses complex reasoning that is multifaceted, iterative, and simultaneous.
8. The qualitative researcher adopts and uses one or more strategies of inquiry as a guide for the procedures in the qualitative study.

Considering these features of qualitative methodology and the nature of the study, the researcher believes that a qualitative approach to inquiry was the most suitable for this study.
Selection of a Specific Qualitative Method

The selection of a specific research method took place among five traditions of inquiry within the domain of qualitative research (Creswell, 2003). They were narrative research, phenomenological research, ethnographies, case studies, and grounded theory. Considering the different focus and purpose attached to each of the traditions (e.g., narrative and ethnography focus on the investigation of events surrounding and individual or group of individuals; phenomenology aims to look at human experience in terms of their feelings and thoughts; grounded theory concentrates on the construction of theory), ethnography was considered to be the best choice for the researcher’s intention of doing an in-depth analysis of the urban change phenomenon and of focusing on the complexities and particulars of the phenomenon.

Design of the Study

Social anthropology, in which ethnography is the primary research methodology, follows a naturalistic profile with particular care given to the description of local particularities: focus on individuals’ perspectives and interpretations of their world, with relatively little pre-structured instrumentation, but often wider use of audio and videotapes, film, and structured observation (Miles & Huberman, 1994).

As stated by Van Maanen (1979), the primary analytic task in ethnographic research is to uncover and explicate the ways in which people in particular settings come to understand, account for, take action and otherwise manage their day-to-day situations. Ethnographic research offers an understanding of the process and structure of a social setting and is deemed appropriate for the study.
Setting, Population or Phenomenon Selection

This study utilized the ethnography research methodology to analyze six institutions, organizations, and/or groups involved with the development of two mixed-income communities in an urban city. The institutions include the business community, Independent City Government, the Independent Housing Authority, the Independent Public Schools, selected religious institutions (churches), and community groups. The aim was to capture the essence of the interaction among them in regards to addressing the needs of children, youth, and families.

Open-ended interviews, observations, and document analysis were used to gain an understanding of the development of the mixed-income communities. Interviews were conducted with individuals deemed uniquely knowledgeable about the mixed-income community development process. The interviews are called "elite interviews" because of the technique of interviewing small populations of elite or influential people.

As is consistent with elite interviewing techniques, purposive sampling was used to identify possible interviewees. According to Patton (1990), purposive sampling allows the most to be learned from the sample selected about the issues that are central to the research. The purposive sampling was used to select the initial primary interviewees. Primary interviewees then indicated other persons whom they believed to be an "insider" to the process.

Working with Human Subjects

Appropriate administrative approval was secured prior to project initiation (see Appendix A). The study involved no danger or risks to the participants in that no
deception tactics were employed. Participation in the study was voluntary. All potential subjects had the right to refuse participation at any time. Informed consent was also obtained from each participant (see Appendix B).

Data Collection

Methods of data collection included semi-structured interviews, observations, and document analysis. When contacting individuals to participate in the study, the researcher gave a brief introduction and description of the research and told how long the interview sessions were expected to last.

Interviews

One common form of qualitative research is the semi-structured interview. In semi-structured interviews, the questions are a mix of structured predetermined questions that are flexibly worded. This format allowed new ideas about a topic to emerge (Merriam 1988).

An interview guide was developed for use in the study (see Appendix C). Parallel questions were asked of each individual. To enhance the validity of the interviews (Newman & Benz, 1998), an external expert was asked to check the questions against the objectives of the study.

Observations

Observations were conducted at two schools that are located in the mixed-income communities studied. The selected sites were Northwest Corridor Elementary School and Eastside Corridor Elementary School. The researcher observed classes, staff, and students as well as analyzed various documents. Observation notes were recorded to
emphasize the local reality at both schools, the school climate, participant's participation patterns, reactions, and discussions. The observation notes were filed in a personal log established by the researcher.

**Document Review**

Institutional collaboration regards the way in which organizations or institutions interact with other institutions, individuals, or groups. Therefore, document review was utilized as a source to accumulate information. The documents consisted of various public relations and/or marketing collaterals, special features, and background material. According to Merriam (1988), documents are stable and objective sources of information. These documents provided descriptive information, verified emerging themes, advanced new categories, offered historical understanding, and helped track change and development.

**Data Analysis**

Data analysis focused on factors that involved the implementation of development and change strategies. This analysis was shaped through an exhaustive reflection process that outlines relevant information. The researcher also utilized personal knowledge in the analysis which as accumulated through observation sessions.

Interviews were transcribed in their entirety, and the data from the interviews were analyzed following Delamont’s (1992) multiple coding methodology. Relevant material was highlighted. Relevant comments by the interviewees were also noted. The relevant information was marked with an identification highlight color. The information
was coded by the researcher using patterns and themes that emerged from the material (Delamont, 1992; Miles & Huberman, 1984; Wingard, 1997).

Data Trustworthiness/Credibility

If research methods are not legitimate or truthful, the outcomes are of no value. The research questions guided the methods that were chosen for the study. The methods created the design of the study. Subsequently, the aim was that the outcomes of the study were believable based on the design of the study. All judgments were documented with evidence (Newman & Benz, 1998).

In order to ensure the trustworthiness of the study, the researcher included various tests of rigor that were recommended by Stake (1995), Merriam (1998), Guba and Lincoln (1998), and Creswell (2003) to include member checking, peer and expert review, audit trail, prolonged engagement, and triangulation.

As a measure of ensuring validity and reliability, the researcher utilized Maxwell's (1992) definition of descriptive validity and interpretive validity to address particular threats to validity. Classification codes were rechecked and changes noted, where appropriate. Data triangulation was utilized to increase accuracy and ensure that the multiple perspectives of themes emerged.

Additionally, the researcher utilized measures established by Lincoln and Guba (1984) to reduce investigator bias. Data were verified by external reviewers that checked to ensure that the methodological process was executed within the confines of professional research. Assistance was provided by Ganga Persaud, Ph.D., a Leadership
Education professor at Clark Atlanta University; and Elaine Manglitz, Ph.D., who serves as Director of Diversity at Clayton State College and University.

Summary

This chapter offered a rationale for the researcher’s selection of ethnography as a specific qualitative research method. The research used three complementary and mutually-reinforcing research strategies—interview, observations, and document review. Personal interviews, as the primary strategy, were conducted with 17 participants in order to gather crucial and specific information regarding the development of mixed-income communities. Observations and document review, as secondary sources of information, were collected and analyzed for the purpose of obtaining a clear understanding of the key aspects of the development of mixed-income communities. Content analysis techniques were used to identify emerging themes from the information gathered from the personal interviews, observations, and documents. Trustworthiness within the interpretivistic-constructivistic paradigm was ensured using member checking, peer and expert review, prolonged engagement, and triangulation.
CHAPTER IV
DATA ANALYSIS

Analysis of Case Stories

“Qualitative data analysis is primarily an inductive process of organizing the data into categories and identifying patterns (relationships) among the categories” (McMillan & Schumacher, 2001, 461). Bogden and Biklen (1982) further elaborate on the definition of data analysis by stating that it is “the process of systematically searching and arranging the interview transcripts, field notes, and other materials that you accumulate to increase your own understanding of them and to enable you to present what you have discovered to others” (p. 145). The patterns that emerged were extrapolated from the data collected from the interviews conducted with the study participants. This chapter presents the interpretations and analysis of 17 interviews conducted with leaders that represent 6 institutions.

McMillan and Schumacher (2001) state:

The ultimate goal of qualitative research is to make general statements about relationships among categories by discovering patterns in data. A pattern is a relationship among categories. As researchers develop categories, they look for patterns and relationships among them. Pattern seeking means examining the data in as many ways as possible. In searching for patterns, researchers try to understand the complex links between various aspects of people’s situations, mental processes, beliefs, and actions. (p. 476)

Each interview was analyzed and interpreted examining the participant’s individual points of view, by comparison and contrast with the other responses from
participants, and across all 17 interview occurrences to determine commonalities and
differences in each of their stories (see Figure 2).

<table>
<thead>
<tr>
<th>Role</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reform city leader</td>
<td>1</td>
</tr>
<tr>
<td>Independent school district leader</td>
<td>1</td>
</tr>
<tr>
<td>Former principals</td>
<td>2</td>
</tr>
<tr>
<td>Current principals</td>
<td>2</td>
</tr>
<tr>
<td>Parents</td>
<td>3</td>
</tr>
<tr>
<td>Housing Authority executive</td>
<td>1</td>
</tr>
<tr>
<td>Business executive</td>
<td>1</td>
</tr>
<tr>
<td>Planning executive</td>
<td>1</td>
</tr>
<tr>
<td>Community development executive</td>
<td>1</td>
</tr>
<tr>
<td>Higher education academy official</td>
<td>1</td>
</tr>
<tr>
<td>Church leaders</td>
<td>2</td>
</tr>
<tr>
<td>Community activist</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>17</td>
</tr>
</tbody>
</table>

*Figure 2. Interviewees.*

There are five sources qualitative researchers use for classification systems to
organize data. The researcher may use (a) the research question and foreshadowed
problems or subordinate questions, (b) the research instrument such as an interview
guide, (c) themes, concepts, or categories used by other researchers in prior studies, (d)
prior knowledge of the researcher, and (e) data itself (McMillan & Schumacher, 2001).
For the purpose of organizing the data for this study, all five sources were used.

*Interviews*

The first interview was conducted with a parent of two Eastside Corridor
Elementary School students. The parent also serves as a technology assistant at the
Eastside Corridor School, and is a long-time homeowner in the Eastside community. She
attended many of the planning meetings to establish change as well as petitioned the
Independent Public School Board to establish the Independent District’s first charter school in the Eastside community. The parent initially home schooled her children, but in the wake of the change process she elected to send them to the charter school. After a year at the charter school, she transferred her children to the Eastside Corridor Elementary School.

Respondent 2 is a community organizer who served as the president of the Eastside Corridor Tenant Association for over 20 years. She also served as a member of the Housing Authority Board of Commissioners. In 1992, she encouraged President Jimmy Carter to improve the plight of marginalized people who live at the borders of life in old public housing communities. She was among a group of community leaders and parents who pleaded with the Independent School Board to establish the city’s first charter school in the Eastside Corridor. She resides in the new Eastside Corridor Mixed Income Community with two grandsons; one attends the new charter school, which she helped to establish during the redevelopment project.

Respondent 3 is a parent of a Northwest Corridor Elementary School student. The parent lived in the school community prior to being relocated during the mixed-income redeveloped process. She noted that many of the former tenants who thought they would benefit from the change process did not return to the community after the project was completed.

Respondent 4 is a professor of Early Childhood Education at an historic black university and formerly employed by HUD. He served as a commissioner with the Independent Housing Authority. Over the years, he has mentored and tutored numerous
students living in public housing communities and has been very vocal about impacting the lives of children of color. Several years ago, the respondent and a group of America’s top education experts cautioned the Independent Board of Education about allowing outsiders access to African-American children who have no track record with working with African-American children.

Respondent 5 is the principal of the Eastside Corridor Elementary School. She has served in that capacity for five years. She did not participate in the community change process that led to the redevelopment of the Eastside community.

Respondent 6 is a retired principal, who served as the administrative leader of Eastside Corridor Elementary School prior to the redevelopment of Eastside area. The interviewee did not participate in the change process that led to redevelopment of the Eastside Corridor.

Respondent 7 was selected as the principal of the Northwest Corridor Elementary School. Under her leadership, the new school was formulated with a new mission, vision, philosophy, and Shared Governance Model. The respondent also facilitated the implementation of a Year-Round Calendar, Extended Day, the adoption of a mandatory uniform policy, and the implementation of the New American Schools comprehensive school reform design. The school was developed as part of a partnership between the Independent Public Schools, Georgia Institute of Technology, Bank of America, Bell South, the YMCA, and All Saints Episcopal Church. The curriculum focus of the school reflects the partnership and emphasizes science and mathematics themes. A primary
focus is geared to technology. The YMCA, which was built onsite, offers before and after school care for students whose parents work in nearby institutions.

Respondent 8 served as the last Principal of the Northwest Corridor Elementary School, which was closed as the result of the community redevelopment project. The school was replaced by the newly constructed elementary school.

Respondent 9 is the Human Resource Director of a Baptist church in the Northwest Corridor. The respondent also serves as the Southern Regional Director of the Rainbow Coalition, which advocates on behalf of people across the world whose civil rights have been violated. The church is considered to be one of the Independent City’s largest African-American churches and operates one of the most successful faith-based outreach initiatives in the city.

Respondent 10 is the pastor of an Eastside Corridor Baptist church. His vocation has blended unique religious as well as politically engaging initiatives that powerfully impact individuals well beyond the church. Under his leadership, the church operates a prison ministry, food pantry and clothing closet, a homeless shelter for women and children, after school mentoring and tutorial programs for school children, and day-care program for public housing residents. The church also serves as a partner to the Eastside Corridor Elementary School.

Respondent 11, a community activist and founder of AWAKEN, died shortly after interviewing for this study. The respondent worked with tenant leaders to enhance opportunities for equitable redistribution of resources in the wake of the Eastside Corridor Redevelopment project.
Respondent 12 began her tenure as Superintendent of the Independent Public Schools on July 1, 1999. Her belief is that public schools play a major role in the long-term viability of community revitalization. She also believes that without good schools that deliver a sound instructional program to students, neighborhoods go from revitalized to demoralized. Since joining the Independent Public Schools, she has instituted Comprehensive School Reform designs to impact change in the education process.

Respondent 13 began a career in public administration in 1978 while serving as Commissioner of Cultural Affairs for the Independent City. She later received an historical appoint as the Chief Administrative Officer for the Independent City and was elected in 2001 as the 58th Mayor of the Independent city. Having never been an elected official, the Mayor re-defined history, being elected as the city’s first female Mayor and the first African-American woman to serve as Mayor of a major southern city.

Respondent 14 is the Chief Executive Officer of the Independent Housing Authority. She has served in that capacity since 1994. Prior to becoming CEO, she chaired the Independent Housing Authority Board of Commissioners, and is credited with leading the housing authority through the completion of six successful, mixed-income, community development programs.

Respondent 15 is the founder and Chief Executive Officer of a planning holding company with subsidiaries that specialize in real estate and construction management. The respondent has worked in real estate development, general construction, construction management, and program management for nearly 25 years. He is recognized as an innovator and is particularly noted for his exceptional leadership in structuring and
implementing public/private development partnerships that have stimulated growth and development.

Respondent 16 is the President and CEO of the Neighborhood Development Partnership, Inc., which serves to create economically viable, mixed-income communities through partnerships with neighborhood-based community development corporations. In the last 10 years, her organization has played a major role in rebuilding Independent City communities through nonprofit initiatives. The respondent represents a consolidation of the city’s economic and community development efforts in real estate, finance, marketing and employment, for the purpose of providing a focal point for improving neighborhoods and the quality of life for all citizens.

Respondent 17 is a member of the Independent City Chamber of Commerce Education Committee. The retired business leader previously worked for the Department of Housing and Urban Development.

Data Analysis

Research questions were re-written to correspond with the interview questions. The data are analyzed in the order of the research questions. The research questions and data analysis are as follows:

1. To what extent was there collaboration among the various social groups in urban renewal?

It appears that the dominant business groups collaborated among themselves to a greater extent while they involved community groups in the review of decisions already made at the top level. The dominant business groups were motivated by the need for
gentrification or attraction of middle class as consumers to support business. Profitability guided business leaders while revenue guided city leaders.

The following narratives from the results of interview question 1 support this finding:

The minister noted that, “It was those that had the monies and those who felt that there was a need for change that was calling the shots.” A parent at the Eastside Corridor School indicated that, “Everything was geared with gentrification in mind. Residents were somewhat left out of the mix.”

A community activist reported that, “A popular developer wanted an avenue for including his investment in the golf course. Residents were an afterthought.” A principal assigned to the Northwest Corridor School noted that, “We expect collaboration at every level. Experts from around the world helped design a building that would be comfortable for collaboration.”

2. To what extent were all groups relevant to the decision-making process represented?

It appears that the dominant business groups were represented to a greater extent than community or educational institutions. The following narratives arising from item 2 of the interview schedule support this finding:

The Mayor stated that, “There was a variety of meetings. But certainly, the Neighborhood Development Partnership had heavy participation from the business sector.” The minister tried to make a contribution to inform people about what was going
on. He noted there were two types of meetings conducted—"Those folks with the money and those without money."

Conclusion: Those "with" the money made the decisions. Those "without" money had to be told what the decisions were.

3. To what extent did the different groups have equal opportunity to convene meetings?

The following narratives arising from item 3 of the interview schedule support this finding:

The Chamber of Commerce member said that the meetings were convened by housing authority officials, higher education institutional leadership, and the business community. "The Chamber wanted to make sure that they played a role. There were different stakeholders in terms of economic investments."

A nonprofit developer noted that, "Sometimes, if we are the ones who have the money, we will convene the meeting to hear from them on how they want the money spent or who it will be designated to." The minister/activist stated that, "HUD had a key role." Again, it appears that big business utilized significant resources and strategies to ensure that business interests would be addressed.

4. What decision making strategies did the groups report regarding the redevelopment process?

The church leaders/community activists chose A and B. They believe that the dominant group actually brought the decisions. It appears when one looks at the type of meetings that were conducted, the groups are divided. Those who suggest B are the
Mayor, housing executive, Eastside Corridor Elementary School parent, and former principal of the Northwest Corridor School while those who selected C are the Superintendent, planner, community developer, Chamber of Commerce member, principal of Northwest Corridor School, and the Eastside Charter School parent. The Mayor stated that, “Depending on the group, if the group was comprised of real estate professionals and economic development specialists, I suspect they used C.”

The Eastside Corridor parent stated, “They basically had an urban renewal plan based around the concept of the golf course being redeveloped and from that it was supposed to spread to the neighborhood; therefore, we would have new people moving in and would have a better school system than what we already had.”

The minister noted, “We were asked to come in . . . the plan was pretty much already developed, after which it was pretty much they were going to do what they were going to do anyway.”

The planner believes that it was the community which could not articulate what their needs were. “We did not say needs analysis. I would say needs and opportunity. Often times the community cannot tell you what their needs are. Even if they did tell you what they thought their needs were, by the time you addressed other things in the equation, their needs would change. A lot of those ideas got changed through communications.”

The community activist indicated there was some incorporation of community ideas. However, the money was spent on what the corporate participants wanted. “I would say it was Cousins, the housing authority, and then the residents. You know,
there's another group that was tangentially involved and that was Neighborhood Partners.
They would be at the bottom. Goodwill was invited to participate in some of the
meetings as well as some of the businesses. But their voices were diffused."

5. Did all groups have the same influence?

There are considerable differences of opinion as to whether groups had the same
influence. These opinions fall into three basic groupings. Some respondents believe that
the housing authority was the greatest influencer. A second grouping of responses is
concerned that business leaders and developers dominated while a third grouping suggest
that the community/residents had the greatest influence.

The following narratives arising from item 5 of the interview schedule support
this finding:

Although respondents had mixed opinions about the strongest influencer, many
expressed that the corporate influence was the prevailing thought. One Eastside Corridor
parent stated that, "The highest ranking would be the reps from two community
foundations. Then parents, but they were basically getting us there to get support for
charter schools."

The minister/community activist noted that the church and other sectors of the
grassroots community potentially had the greatest opportunity to influence the process,
but was unable to make an impact. "Residents certainly were stakeholders, but their
voices were almost muffled. It is clear; money has a way of superceding dissent. The
larger community didn’t have a clue as to what was going on—just looked up and
something was torn down and something else built up."
6. Among the problems faced by the school system, what was the most critical?

Overall, respondents expressed various ranges of opinions. It seemed that some participants could not separate cause and effect relationships. Each of the groups made reference to inadequate facilities and low attendance and expressed great concern over the poor performance of students as well as low trust in the system. Parents believed their children were getting a raw deal. They were intent on solving problems without sufficient understanding of the root of the problems.

The following narratives arising from item 6 of the interview schedule support this finding:

A principal at the Northwest Corridor School noted, “You have a school sitting right in the middle of a major university campus, and there’s no evidence that any student from that elementary school ever went to that college.”

The principal at the Eastside Corridor School stated,

I think it’s the problems everybody sort of pretends that exist. I don’t quite agree with them, but just that public school students were not performing at levels equal to the state. For instance, with national norm testing, the concern for parents is that children were not reading on grade level and not being able to perform in terms of math, science, and social studies. There were some very basic concerns about the quality of education.

The former principal of the Northwest Corridor School was in the process of reforming the old school with a concept known as the “Learning Village,” which was funded by their school partner, the Coca-Cola Company. However, her role was diminished after she publicly expressed disapproval of redevelopment plans for the old school.
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The former principal of the Northwest Corridor School was in the process of reforming the old school with a concept known as the “Learning Village,” which was funded by their school partner, the Coca-Cola Company. However, her role was diminished after she publicly expressed disapproval of redevelopment plans for the old school.
The principal said they did not want to put the new building in the center of the community.

 Everyone was banking on the fact that a school could influence who would move into a community and who would want to be a part of it, instead of using the existing community’s cultural pattern and resources to drive what went on in the school. She noted that another community activist recognized the double dealing. During a heated community meeting, she said the well known community activist was outspoken about plans to build a new school. “He said they’ll never build it there, it’s a trick, it’s a trick!

 One Eastside Corridor parent remembers that many parents were poor, drug addicted, and jobless. “There was nobody to counsel or monitor. They were out there on their own raising themselves.”

 Another Eastside Corridor parent noted,

 Low test scores, the number of students in a classroom, and I always got the impression what they wanted was to teach us how to raise our children and I wanted them to teach my children not to try to take over my job as rearing my children. The impression I got was that we needed to be taught how to rear our children. Therefore, they came up with the longer school year, the longer school day, but I did not find a difference in having a longer school day. There wasn’t anymore being learned by having a longer school day than what (the system) already had.

 The minister/community activist believes that the business community was intent on solving education problems in order to build the business base.

 (The city) is growing tremendously, and these corporations were bringing in employees from all over the country. You must have a well-oiled and well-run public school system. (The city) was not faring very well in that regard. The Independent Public Schools needed some work. And the powers-that-be felt that in order to attract these businesses and, therefore, their employees that they had to take control of the school system.

 7. Did all groups present the same causal factors for the problem?
Respondents basically saw the causes in the same way; however, it depended on the system or organization they represent how they identified structural or systems problems. Many spoke to the heart of deep rooted social issues regarding low socio-economic status, poor leadership, poor quality of teachers, dilapidated facilities, inadequate equipment and supplies and security.

The following narratives arising from item 7 of the interview schedule support this finding:

The Chamber of Commerce member stated, “Many people who had the capacity to do something had moved out of the area. HUD had started enforcing open housing laws, desegregating working people, middle income people. All had moved out, leaving problem citizens with no social service program behind.”

Factors cited by the urban planner, include “Classism, racism, concentration of poverty . . . those three things more than anything presented those conditions.” The community developer cited crime and safety among the major issues, lack of commercial opportunities, and basic services like grocery stores. The lack of fixed income housing from the very low-income to very middle-income, and diversity among housing units. And then, of course, education is always a part of it--how do we improve our schools so that people want to live here and raise their children.”

The minister/community activist said it depends on who you are talking to, the haves or the have nots, powerful or folks struggling for power.

There was white flight and middle class black flight. So of course, the grades and other factors that we normally measure a public school by went down because it took out the best blacks and whites. Also, single-parent
households. Some had two jobs... not much time for PTA and other school activities.

A church administrator/community activist expressed sharp criticism regarding one factor. “The notion of dysfunctional families is a lie. Because of the lack of jobs for lower classes many were forced to register as single parents to qualify for welfare. It really was a result of a dysfunctional nation through public policy.”

8. Did the different groups identify the purposes for redevelopment plans?

The majority of the respondents saw the purposes as connected. They had a clear focus and understanding of the issues and they favored concepts regarding new and safe communities. All appeared to be motivated by quality of life issues and basic values.

The following narratives arising from item 8 of the interview schedule support this finding:

The Superintendent noted that the purpose was, “To create schools that would be attractive to people who were thinking about moving into those neighborhoods.” However, some thought that it was for developing communities. For instance, the urban planner said one purpose was, “To see if we could get rid of bad icons.”

The Chamber of Commerce member and former HUD official, said, “You’re trying to attract industry, businesses, and employers. What kind of housing is available? What kind of school system is there and the cleanliness of an area.”

The principal assigned to the Northwest Corridor School, reiterated the dream that guided the mixed-income philosophy. “Poor people would have an opportunity to live right next door to market rate residents. Nobody would know who pays what to live there and the children of those residents would all come together.”
The former principal at the Eastside Corridor School noted that urban development is not independent of human conduct. "Urban development is moving around aspects of the community and resources to make it better. We are talking about human resources that are being impacted by working together to bring about something good for the school in the educational realm."

The pastor/community activist indicated that the success of the school system was not the priority.

The school system was secondary. This is the trend of the future—mixed-income housing, building a tax base, getting rid of the old and establishing the new. Many people moving into our city don't have children; the (city) public school enrollment has actually been going down. It is the single people primarily, people, at least without children, who have been moving into our city and what that is for is tax base. It is not for the public school system.

Another church leader/community activist noted that school leadership must do a better job to shape curriculum around historical struggles and current realities.

We live in a society that we call the baiting society, where everybody's got these manicured lawns, big houses and we see it on TV. It creates questions about self-worth... some deep issues and they are diabolic in nature. It defies simplistic analysis. We never go to root causes. We're on-going ramifications of slavery, 300 years of slavery, the on-going ramifications of Africans being for centuries against the law of being educated. And if we leave out some of these factors, we're going to miss the boat.

9. Did the different groups present the same educational objective of the redevelopment plan?

Participants clearly see the connections and expressed passionate responses. The following narratives arising from item 9 of the interview schedule support this finding:
One Eastside Corridor parent asserted,

In our lives, where there's no hope, there's no dream. Where there's no hope, there's no future. Where there's no hope, we give up. We don't know what to do with ourselves. There's no future if you don't have anything to look forward to. In order to achieve anything you must first have hope. You must become a dreamer, and you must try to live in a manner in which you can fulfill the dream. That's what I had for this community. To give them hope. To let them grow up. To have pride in themselves, and their future. To make them want to be somebody.

The minister/activist demonstrated a high level of political consciousness.

People were tired of spending time on I-285 and the Regional Commission and others were getting a lot of slack and criticism and they wanted to relieve... transportation is a major problem. Transportation affects our educational system, it affects our political climate, and it affects our economics. Transportation played a major role in the whole urban renewal project. By that I mean people just got tired. Time is money. People were spending two hours, three hours—don't let there be an accident and rain. You're on the interstates for two hours and that means you are losing money. So it was clear, after folks left Independent City, thinking it was going to die when black mayors and black leadership took over, they discovered that, hey, it is not dead. In fact, it has become even stronger. They decided it was time to come back because it was costing them too much. That trend has been going on for at least 10 years and it is going to continue to go in that direction with more people in the suburbs and in the outskirts returning back into the city. Most of them are not black, but white or other. So, in the next 10 years, you are going to see a very different city composition in the Independent City. That is going to affect politics tremendously.

10. Did the group identify the same strategies that were used to achieve educational objectives?

The following narratives arising from item 10 of the interview schedule support this finding:
Clearly, the majority of the participants focused on the transformation of the community to impact structural and institutional issues. The Superintendent noted that the school zone was changed to open the school to new populations.

In the Northwest Corridor, they changed the zoning so that children could come in from other places. In the Eastside Corridor, the city's first charter school was established. After zoned students were accommodated, they accepted students throughout the city, so it would create a different population within the school.

The Northwest Corridor principal said the first reform initiative was mandatory uniforms for students and staff. “We could not focus on who could buy what.”

Moreover, the Housing Authority Executive Director, saw the redevelopment as a panacea.

The thought of creating a mixed income community was very much a strategy that we believed would end the concentration of poverty. We invited the community in, and of course used very high standards in terms of rules and regulations, and in terms of the schools there would be a good relationship between the school and the larger neighborhood. The focus on math, science and technology was a goal of having a large percentage of the children who attend the elementary school to go on to attend the neighboring university as they reach college age, regardless of whether the residents were White or Black. No child has ever attended the university from the old housing development. That's in its whole 60 years.

The former principal at the closed Northwest Corridor School believes there was a focus on fixing families.

They initiated the Hope VI Grant. As part of that, they did talk with the resident associations and sort of dangled the carrot before them. We can help with the job training. They talked about even giving jobs to the kids. They talked about educating them in the quality of life, teaching them how to care for property, teaching them just basic kind of living strategies that they thought that people who had been dependent on public housing would not have. They taught them how to pay bills, for example. Everything was included in the rent, so they didn’t have to be mindful of anything else.
The pastor/activist said many of the strategies were basically broken promises used to get the support of the residents. “Once they got it, of course, that didn’t happen. The people were used. The people were lied to. The people were deceived.”

Another community activist said, “At the meeting that I was in that was not even a primary concern.”

11. Did all groups identify the same non-educational objectives?

It appears that the majority of the respondents focused on what the community loss or gained from the redevelopment project, especially the residents. They were very specific about who benefited from the change and how quality of life was impacted.

The following narratives arising from item 11 of the interview schedule support this finding:

The Superintendent simply said, “To service an attraction to new families.” The Northwest Corridor principal supports the program by claiming that, “They really have significant training and development opportunities for parents.”

The former Eastside Corridor principal believes that simply wearing tee shirts “raised their self esteem.” The Housing Authority Executive was drawn to economic sustainability rather than the fact that there is a community and you have to deal with that first – From the known to the unknown. “There will be town homes and condominiums.”

One Eastside Corridor parent noted that the community is no longer affordable.

Non-educational would have been to increase . . . I think it would be to increase in property value and I don’t think anybody thought about the increase in property tax. So we have lost a lot of residents. We do have
residents, I have been to meetings of residents who owned their homes who could not pay the taxes once they went up, sold their home, so now they live in the home and now they pay rent for the home that they did own before the taxes went up.

Another Eastside Corridor parent noted that during sessions with school board members her focus was on creating a safe community.

In the discussions, we were going through the planning of the future for the new community. We wanted to try to get rid of all the drugs... all the drug dealers. A community free of drugs and rapists, such as we use to have. We wanted to let the world know that we had some decent people that lived here and cared about this community and each other’s children.

The pastor/community activist said, “It was more non-educational than educational. It was just not being demonstrated in a concrete way, only in rhetoric.”

12. Did all groups outline the same strategies to achieve objectives?

Participants demonstrated competing interests and roles, which produced outcomes yielding conflicting interests that gives insight about the characteristics of represented organizations, their images and positions in society. The majority of the participants cited strategies; however, all but one of the school system participants indicated they had no knowledge about social or non-educational objectives. However, it appears that the former Northwest Corridor principal is very knowledgeable about the redevelopment process and the importance of the school system’s involvement in all expects.

The following narratives arising from item 12 of the interview schedule support this finding:

The Mayor noted that,
Redefining the HUD guidelines on a national level to adapt to the needs of the community as opposed to what had been kind of a routine approach to public and subsidized housing. A promotion of a diverse community, income diversity in size and type of residents were more favorable. There was a promotion of a concept that a mixed income, mixed housing type community would have a more favorable impact and could be sustained better than the traditional public subsidized housing. Those were two very bold ideas.

The housing authority executive noted that, “The plan had to focus on creating a quality market rate community.” The planner asserted, “You could listen to people across the board in terms of income concentration. You had a mixture of individuals in the community. There was a focus and connection to community which helped us to develop a community that is no longer isolated.”

The minister/activist indicated,

They brought in a lot of pictures. Pictures are worth a thousand words. They brought in drawings of apartments and they brought in photographs of apartments and other complexes and when the people saw where they were living and what they could potentially live in ... it was sold, it was over. When they brought in renderings of the development and scale models of the development ... they started talking about golf courses, and boys clubs and girls clubs and walkways ... I mean all these things sound real nice. People were willing to sell themselves for a dream, not realizing that only a very small minority of them would be the beneficiaries of these dreams. And that’s what they sold to the people and that’s what the people bought. And there has been a lot of bitterness since. After construction has been completed and the apartments are actually assigned then you see the people were lied to.

The church administrator/community activist reported that, “It was built on smoking mirrors and there was no substance. What makes it so diabolical, there was no intention.”

13. Did all groups express knowledge about what the urban planner offered the low income people?
It appears that all of the group respondents are aware of the tangibles and non-tangibles that were offered to low income people. In addition, participants seem to be in agreement that the low income residents were attracted to the mixed-income concept as a way of changing their lives.

The following narratives arising from item 13 of the interview schedule support this finding:

The Superintendent noted that, “They offered them the opportunity to go elsewhere.” The Mayor said, “There was training provided I’m told. Educational training, workforce development training. In some cases there were supportive services, community centers built, schools, YMCA or recreation facilities, tennis courts and swimming pools.”

The housing authority executive said,

The low income residents are also beneficiaries of the quality construction and market quality amenities. You have all the amenities – dishwashers, washer and dryers, swimming pools, the family Y, the great elementary school right there in the neighborhood, the bank branch, the retail that’s going to be there. All the things you would see in a market rate community, the families have access to those things while at the same time having rent at a level that is affordable to the families.

A Northwest Corridor parent asserted that, they were offered a better way of living.

Some people wanted to go back to another project. Some people took the Section 8 vouchers and relocated to other places. Those that went back to another project, they was just letting the people know, this is how I want to keep on living for the rest of my life. I think the projects are good to live in for a little while, but just don’t get comfortable there, and stay there forever. Everybody wants their own home. But a lot of people just get comfortable with the projects. I don’t know why. I want more out of life. I’m not going to settle for a little of anything. I want more out of life.
The pastor/community activist said the offerings amount to Pie in the sky.

They offered it to everybody! They knew from day one everybody was not going to be the beneficiaries. They knew that only a very small minority would actually benefit from it. They knew it, but they didn’t tell the people that. They promised the people that “you’re going to be taken care of.” In their minds, what that meant, ‘we’re going to take care of 10 percent of you all and we are going to give another 25-30 percent of you all Section 8 vouchers and the other 50-percent of you—you’re on your own. But they would never say you’re going to be on your own.

The community activist noted that low income residents participation in the planning process was limited.

Well, at first, very little because the project offered the housing authority an opportunity to relinquish its responsibility for this neighborhood. And remember, the neighborhood was known as “Little Nam” because of the shootings and the crime level was reminiscent of Vietnam. That’s why they called it “Little Nam.” And so the housing authority had to find a way to get out of it. And Tom Cook came up with the proposal, because not only is he a golf club owner, he is also a developer. And so, he would take over the management of the whole operation and that way the housing authority would not have to deal with it.

14. Did all groups express knowledge about the reactions of low income people as the result of the change?

Participants gave mixed responses that ranged from positive to negative reactions. The overwhelming response is that low income residents benefited from the physical change of the community; however many low income residents continue to encounter invisible barriers that are difficult to overcome.

The following narratives arising from item 14 of the interview schedule support this finding:

The Eastside Corridor principal noted that,
I have grandparents who still live in the area are concerned that they will not be able to keep their property. They are on fixed incomes. They may not be able to afford to pay those property taxes because the houses across the street are close to $200,000. Taxes are going to be quite high in the community. I think the low income people are not feeling real comfortable about the whole process. I have noticed that the families who can just move out of this area. They are now moving into neighboring counties, and other places and that's one thing that has affected our enrollment citywide.

The planner recalled, "They didn’t believe it at first. They said no way are you going to build anything like that for me. They wanted simple things. Can I have carpet? Can I have air-conditioning? Will my water really work? Will I have hot water? Will we be able to sleep in our bedroom instead of on the floor as the result of gunshots?"

The Chamber member said, "Low income people were suspicious. A lot of that had to do with race. The thing that exasperated that problem is that many blacks themselves bought into it. They felt that if I move out into a white neighborhood that I’m improving myself. But if another black moves in there, it frightens us. We’re saying oh, oh, now this place is going to become all black. Some of the same kinds of thieving and biases and prejudices that whites do towards other blacks and other minorities."

15. Did all groups express knowledge about what the urban planner offer the middle/high income people?

All groups with the exception of the developer and community participants concluded that the urban planner offered the middle/high income residents the same tangibles and non tangibles that were offered to the low income residents. Some groups acknowledged that the expectation that high income people would participate as residents
was unfilled. However, respondents were aware that high income people participated in
the initial decision making process.

The following narratives arising from item 15 of the interview schedule support
this finding:

The former principal of the Northwest Corridor School remarked that, "There
were no high-middle income members. All of the people in the neighborhood lived in
public housing. Initially, the plan had nothing to do with high/middle income people. . .
that came later."

The minister/activist noted,

They went to those groups. It was a different story. Their pitch included
lower crime, lower violence, lower destruction of property, where we have
new developments more police protection, stronger tax base, and better
schools. It was a different story when they went to the area where the
upper and middle-class residents. They had a song and dance that was
quite different in that arena than they had for the lower-income residents
and they didn't like for the two of them to get together cause it was a
different song.

The planner noted that they made offers that could not be denied. "More for less.
Larger accommodations and better than the highest price in terms of market share. . . five
percent below market share."

16. Did all groups express knowledge about the reactions of middle/high income
people as the result of the change?

The thought expressed by the school system participants is they are not aware of
middle or high income residents moving into the developments. However, the city,
housing, planning and development group participants indicated that the middle/high
income participants were elated about receiving quality amenities for less money. The
general thought is although high income people would have benefited from numerous incentives, the fact that they chose not to become residents reflects how they participated.

The following narratives arising from item 16 of the interview schedule support this finding:

The Mayor indicated that residents were skeptical.

I think both groups were skeptical until the projects began to build out, which hints on some of the projects like Eastside. Fifty percent of the former residents opted not to come back into the redeveloped neighborhood. But after it developed more wanted to come back and I don’t know the final number. But they reopened the process to allow former residents to go to the top of the list for subsidized housing.

The housing authority executive noted that, “I think everybody’s been very satisfied. In fact, before the overall recession in the market, the market rate rents in response to the market acceptance were increased several times in response to the demand.”

An Eastside Corridor parent said,

I think the middle income thought they would end up with a safer neighborhood, a better kept neighborhood as far as properties being taken care of and I think the hope that the school that was already here would be a little more diverse. The reality was that property values did go up, but along with that, which nobody was happy about, was that somehow we have lost a lot of older residents because of the property tax. The diversity did not happen because the new residents are avoiding the Independent Public Schools and the neighborhood schools without knowing about them for the most part.

17. Did the groups express knowledge regarding community composition and income patterns shift after the redevelopment?

The following narratives arising from item 17 of the interview schedule support this finding:
Group participants from each level that had a greater awareness about local community issues such as the principals, residents, housing, planning, and the Mayor reported that there was a total shift in the demographics.

The Mayor said, “It depends on the project. In Eastside, it was a 50/50 composition. In other projects, it was 60/40 or 70/30. So the income shifts were precipitated by the low number of former residents who wanted to return to the neighborhood. . . A lot of students, families, for the most part families without school-aged children.”

The Housing Authority Executive Director noted,

Because of the way the community was planned, by law and by contract, 40 percent of the apartments were reserved for the families who were eligible for public housing assistance, 20 percent is reserved for families who are eligible under the low income housing tax credit program, which puts them somewhere between 50 and 60 percent of area medium income, and then the market rate families are families who are not subject to any rent restrictions. You have families earning as much as $100,000 or more. It was intentionally structured so that families across income spectrum would be living side by side in the community, and of course the contractual agreement requires that we maintain that income mix.

18. To what extent did all groups see the overall schools change?

The majority of the respondents believe that the schools affected meaningful change. The following narratives arising from item 18 of the interview schedule support this finding:

The professor noted, “Social composition — In some instances it didn’t change. Teaching methods — Test scores in some instances test scores didn’t move. There’s a different school population in that community now. There’s a different school
population.” Class size – “Smaller.” Student achievement in reading – “Both schools show moderate improvements.”

The Northwest Corridor parent asserted that, “The school should have been built in Buckhead. When they put the school up there, they thought Coca-Cola and the university employees were going to bring their kids to the school. It didn’t happen that way. Some of the kids stay way out there in the Southwest Corridor of the city.”

Respondent totals are reflected in Table 3.

19. What are the factors that the groups believe impact student achievement?

The interviewees cited various available school-based, home and community based resources as factors that impact student achievement. The factors range from staff and curriculum to parental capabilities to offer appropriate guidance to their children. The following narratives arising from item 19 of the interview schedule support this finding:

The Superintendent noted that,

I think we have to have better quality of teaching in those schools. It’s well documented that many of our poorer neighborhoods get the poorer quality teachers for a variety of reasons. As we improve the quality of teaching, we will see an improvement in student performance. It is the single greater deterrent of student success. Then we have on top of that also, a need for intervention, social worker, counselors, family support workers, parent liaisons, to help us deal with the challenges that the students encounter.
Table 3

Respondents Perceptions of School Change

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<th>Change</th>
<th>Number</th>
<th>Percent</th>
<th>Number</th>
<th>Percent</th>
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<tr>
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<td>2</td>
<td>11.76</td>
<td>3</td>
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The Chamber of Commerce member asserted,

There’s been a major growth in private schools, Christian schools. Turner is viewed as a black school. Many people think that if it’s predominantly black, it can’t be quality. I challenge in terms of changing that omen ... changing that attitude. And I don’t know if it will ever be changed. There’s going to have to be some changes outside the arena of the school system in the community at large. The lack of reinforcement at home. You’ve got many instances, where parents are not readers. So we have certainly got to incorporate more programs that help parents learn and grow. And then they can read with their kids. They can encourage reading. They can have books in the home. Reading becomes important. It’s got to be made an important element. Not just in school, but in the home.

The non-profit developer indicated, “People trying to make a living don’t have time to focus on their schools. You know when they are trying to make ends meet,
school becomes the least priority and they leave it up to the educators to educate their children. It becomes a vicious cycle."

20. Did all groups provide the same solution for enhancing student learning?

It appears to be a divergence of opinions regarding the importance of the entire community being engaged in systemic efforts to enhance student learning. Although most participants offered perspectives regarding changing schools as part of transforming communities, educators provided regular perspectives exemplified by central office personnel. The superintendent gave solutions, but did not refer to changing the community. Nothing was mentioned about the fact that if you change a community, it will enhance student learning.

The following narratives arising from item 20 of the interview schedule support this finding:

The Superintendent stated,

I believe that you have to really work to develop the skills in teachers, and improve their expectations and their belief that all students can achieve. You have to have good leadership in those schools, good principals who motivate teachers and support them instructionally. Comprehensive school reform designs, Project Grad, support services, longer school days, longer school year, also make it possible for children to catch up and go on to be successful.

The professor indicated that, “I think we have to take children and we have to plug into the needs of the children. In education, that’s called the constructivist approach. Build on the knowledge base that children have. Not what you expect them to have. Build on their knowledge then you’re plugging into exactly where they are developmentally.”
The pastor/community activist asserted that,

I think more religious support, church support would certainly help. More acknowledgements of teachers and what they do and they need better compensation as well for teachers, but at the very least, outside of the school system, acknowledging teachers, and administrators. We have educators’ day here at our church every year. We acknowledge and we give plaques and certificates, and we have speakers who are educators, who are in the field. It has been a tremendous program. They love it, we love it as well. It makes them feel important... that’s in both private and public education. Whether they are custodians, whether they work as mechanics, whether they are private school teachers, whether they work in day care, whether they work in Independent Public School System... we acknowledge all. I remember one year, we had three of them to speak, each one had about 10 minutes and it was wonderful, it went over very well. So the church has to take a more active role in acknowledging.

The church administrator/activist said, “Commitment to full social justice and equity in our society. Everything is still driven by race in this country and African people are devalued. We need to have a real commitment to equality.”

Observations

Northwest Corridor Elementary School

School before the change: Teaching and learning.

Teachers worked independently of one another with very little evidence of teacher collaboration. Most instructional deliveries were teacher directed in a closed classroom. Lesson plans indicated instruction dominated by teachers (Initiate-Respond-Evaluate). The curriculum was mostly text book driven. Beginning attempts to improve student achievement relied heavily on the objectives listed in available textbooks. Students rarely participated in quantitative thinking. Math lessons focused on procedural knowledge (basic computation) with quantitative processes undervalued. In classrooms students operated at the Knowledge, Comprehension, and Application levels of Bloom’s
Taxonomy. Very little indication of higher order thinking skills and varied teaching strategies were reported.

After the Change: Teaching and learning.

The school was focused on enhancing and maintaining a culture of achievement through high standards and high expectations. Teachers engage in inquiry-based projects and project-like activities at the center of the curriculum. Clearly, throughout the school there is evidence of ongoing science focused thematic projects and other purposeful activities and interactions that result in deep understanding of subject matter, higher-order thinking, application of academic knowledge to real problems, and authentic, high-quality work. The thematic concepts that are taught at each grade level are framed from living things, earth science and physical science. The themes also correspond with grade level Quality Core Curriculum (QCC) Standards.

Classroom visits reveal high levels of student engagement, thoughtful classroom discussion around open-ended questions utilizing the 5E model (Engage, Explore, Explain, Extend, Evaluation), and a range of cognitively rich learning experiences (e.g., cooperative learning, brainstorming, informal debates, role-playing, and oral presentations). Written work reveals evidence of critical thinking (thoughtful discourse between author and audience) and a range of perspectives, information, and ideas. Throughout the school, classrooms are creative, dynamic, and thematic.

Teachers avoid teaching discrete subjects, instead a great effort goes towards teaching real life concepts and inquiry based subjects. The concept of “working on the work” is present throughout the school. Obviously, the faculty has worked to develop a
shared understanding of what is important to teach and learn and what is currently being taught and learned in different subjects at different grade levels. This is a school that is guided by a standards-based, “less is more” core curriculum organized around Mathematics, Science, and Technology topics and concepts that are inherently interesting and that really matter to teachers and students alike.

School leadership developed the instructional program around challenging literacy goals for all students, backed by a standards-based curriculum, research-based instructional strategies, and concerted strategies to ensure that all students learn to read and write fluently. All faculty members and other adults in the community share responsibility for this, not just classroom teachers.

All students are helped and encouraged to think quantitatively, using numeric data to identify patterns, analyze relationships, test hypotheses, and defend solutions. Students learn to quantify a wide range of phenomena. They develop and apply skills of estimation, measurement, and calculation, and use multiple representations of data (charts, tables, graphs, maps, etc.) to understand and solve problems in the sciences, social sciences, and humanities, as well as in math.

_School before the change: Community involvement._

The school had high expectations for success; however, the community condition impacted progress. Reportedly, the school was based in a drug infested neighborhood. Students were impacted by poverty and gang activity. Business partnerships existed with the Coca Cola Company and a major university. Through these partnerships a tutorial assistance program was implemented. The tutorial program had limited effectiveness in
the school due to the lack of participation from parents and the community. Parental and community participation had virtually no impact on student achievement. The heroic efforts of a few parents were present, but only resulted in “first order” changes. A school improvement plan existed; however, there is little evidence that the plan was shared and understood by all stakeholders.

School after the change: Community involvement.

The school sets forth clear and high expectations for student learning. These expectations are challenging yet reasonable, and address academics as well as behaviors and habits of mind (e.g., reliability, civility, team orientation, creativity, critical thinking, and a willingness to work hard). The entire community works relentlessly to ensure that all students meet these expectations and succeed at the highest possible level—and that no student falls through the cracks.

The school has many effective strategies for removing barriers to learning, identifying and assisting students in need of special help, and promoting an atmosphere and culture that is conducive to excellence in teaching and learning. The school has a coherent, concrete plan for school wide improvement specifically aimed at improving educational quality throughout the school, thereby improving achievement for all students. The plan (a) is based on a careful analysis of needs; (b) identifies a focused, manageable set of action steps based on a solid foundation of research and best practice; (c) includes a set of measurable goals for student achievement; (d) is understood and supported by the entire school community, including families; and (e) is periodically revisited and revised.
The school has a well-established process and series of events that successfully promote continuous improvement and community accountability for results. All stakeholders—including families, business partners, district officials, school board members, and other assistance providers—are represented and involved in the Northwest Corridor School’s Demonstration of Learning events. The school periodically revisits the school improvement plan, reflects on progress, revises as necessary, and uses the plan to drive day-to-day activities.

The school actively and successfully pursues multiple mutually beneficial partnerships with families (Parent Center), outside individuals and organizations (The Coca Cola Company, a major university, Holland & Knight Law firm, Sprint PCS, YMCA, Sun Trust Bank, Independent Housing Authority and the Integral Group) leading to stronger school–community ties and added value for both school and community. Community partnerships are part of a coherent community engagement plan, focused on improving the educational quality school-wide.

*School after the change: School organization.*

Through a governance model (School Improvement Council) two task forces operate to address specific needs of the school. With active support from the principal, strong and effective instructional leadership teams (Design team and Grade-level Chair team) work to ensure a positive school climate and excellence in instruction school-wide. The teams communicate well with faculty members, families, and other key stakeholders and involve many of these people in their work, for example, by inviting them to serve on action teams or study groups to deal with particular issues. The leadership teams and
their work have become firmly embedded in the school culture and are designed to survive the departure of the principal or other members. Effective procedures (professional development and mentoring) are in place for bringing new teachers into the process as quickly as possible.

The Learning Village concept ensures that all students are successful. Teachers and students are organized in small collaborative learning communities. The purpose is to strengthen and extend relationships among teachers, students, and families and to help give teachers a better sense of students as individuals, including an understanding of their lives and culture both inside and outside of school. In addition, students participate in remediation opportunities throughout the year to address skills not mastered before moving on to the next phase of the curriculum. Moreover, students who successfully navigate the curriculum are offered opportunities for enrichment.

Grouping practices are clearly flexible, effective, and equitable, giving every student an equal opportunity to successfully prepare for a lifetime of learning, productive work, and responsible citizenship. The school regularly reviews grouping practices and makes changes as necessary. School leadership strives to keep class size appropriate for the subject and grade being taught. Special opportunities and challenges are provided for students with diverse needs.

The school schedule fully supports (a) shared time for teachers to work together to improve instruction and promote success for all students; (b) blocks of extended time for quality project work; and (c) flexibility for student grouping (e.g., ability to group and regroup students based on need and interest).
With active support from the instructional leadership team, the school has structures, processes, and high-quality professional development opportunities geared toward improving teachers' content knowledge and improving the quality of teaching. Teachers meet frequently to engage in professional dialogue across grade levels and content areas. They collaboratively plan projects, review student work and progress, visit each other's classrooms, and share best practices.

_School before the change: Assessment._

Assessment practices aimed at grading students instead of monitoring progress and helping students learn. Teachers based grades partly on student work, but the work involved use of worksheets, and problems that were repetitious. School data is evident, but not clearly used for any purpose. The results of state mandated tests were the primary method of reporting student performance. One administrator noted that assessment had a negative connotation within the school community because most school stakeholders define it as “doing or not doing well” on annual standardized tests.

_School after the change: Assessment._

Teachers use high-quality classroom assessments (pre- and post-tests, criterion-referenced performance assessments, quizzes, portfolio work, running records, etc.) on at least a weekly basis. These assessments are designed to (a) clarify expectations; (b) motivate students; (c) help students assess their own progress; and (d) identify problems. Most importantly, they successfully promote the expectations that all students can and will be successful. Assessment is viewed as an integral part of learning.
The school has an effective standards-based assessment system that measures each student’s knowledge and skills in multiple ways. Teachers use data from standardized tests to inform instruction, but care is taken to ensure that these tests are not allowed to drive instruction. There is a consistent, reliable, and standards-based system for measuring the quality of authentic student work (e.g., exhibitions, portfolios). Teachers use this information along with test data to track progress toward high academic standards for individual students as well as progress of the school as a whole.

The principal, instructional leadership team and entire faculty regularly review year-to-year data on student performance in reading, writing, mathematics, and other core subjects. The data are separated into useful categories ("disaggregated") in order to (a) identify and address school-wide weaknesses; (b) identify and assist individual students or groups of students in need of special help or challenge; (c) identify and assist teachers or groups of teachers who need additional support; and (d) track progress toward concrete, challenging goals.

The school reporting system and process go well beyond simple reporting of letter grades and test scores. The system includes (a) a narrative account by teacher and/or student on individual student accomplishment; (b) a school-wide portfolio system; and (c) quarterly exhibitions of student work. Students, family members, and faculty understand and support the assessment system.

*School before the change: School organization.*

School Governance Model was “Top Down” where all decisions were made by the administration. An instructional leadership team existed, but did not meet regularly
nor make decisions that impacted teaching and learning. The traditional school calendar provided minimal opportunities for student remediation during the school year. Most remediation opportunities were postponed until the summer. Students were introduced to new skills even though mastery of previously taught skills was not evident. Special programs were implemented to initiate reform in teaching and learning focused primarily on the primary grades as opposed to the entire school. Teacher and student involvement in extracurricular activities was minimal. Grouping practices did not lend themselves to having a significant positive impact on learning opportunities for many students.

*School before the change: Technology integration.*

The school invested significant dollars in upgrading the technology infrastructure within the school; however, there is no clear vision for how these tools were used to improve student achievement. Equipment was purchased without clear expectations for its purpose. Technical support and training opportunities did not meet the school’s needs. As a result, expertise was strictly limited and technical problems were not easily resolved. Computers were used primarily for drills, typing final drafts, and copying factual knowledge from one medium to another.

*School after the change: Technology integration.*

The entire school community shares a vision for the use of technology to support high quality teaching and learning throughout the school. This vision is documented in the educational technology plan including curriculum support, maintenance, upgrade, and the expansion of the technology infrastructure. The plan (a) is informed by an overall instructional vision for the entire school; (b) includes a training component; (c) includes
both short-term and long-term goals; (d) takes into account the "total cost of ownership" of the technology; and (e) addresses social and ethical issues.

The school has a fully functioning modern technology infrastructure, which combines both administrative and instructional functions, is fully integrated into the life of the school, and is freely open to everyone in the school. The infrastructure includes a school-wide local area network that includes e-mail, desktop access to the Internet, a full set of integrated software tools, and a well-stocked educational software library with technology-based curriculum resources in all key content areas. Calculators, television with interactive broadcast capability, Destination Centers, 25 Laptop computers, portable carts, digital cameras, overhead projectors and other tools are widely available when and where they are needed, in classrooms as well as in labs. Where necessary, technology is adapted for use by learners with special needs.

Technology helps teachers and students answer hard questions, seek deep understanding of topics and concepts, and produce authentic, high-quality work. All teachers are skilled in the use of technology appropriate to their subject areas. The school actively and successfully promotes the use of a range of different technologies (including video, computers, and calculators) to extend and enrich teaching and learning in educationally important ways that would not otherwise be possible. Technology supports critical thinking that is consistent with the school’s instructional goals. Most teachers and students use a range of software tools for communication, analysis, and access to online resources and real-time data.
The Northwest Corridor School offers professional development in support of a range of technologies. A full-time technology coordinator and technology support team helps maintain equipment, manage the network, and provide training for teachers. Teachers are helped and encouraged to share technology expertise with each other. As a result, successful practices are disseminated widely and quickly.

The school actively assesses the use of technology and its impact on teaching and learning. The information collected is used to drive continuous improvement and to inform teaching, learning, planning, training, purchasing decisions, and further assessment. Teachers regularly reflect together on the impact of technology on teaching and learning, share best practices, and help each other improve instructional strategies and approaches. As a result, the school has become a "technology learning community" that is continually exploring new ways to integrate the use of technology to improve the quality of teaching and learning in every classroom.

*Critical moments in the Northwest Corridor School's Change Process*

1995-1996

- Coalition of Independent Public School Educators, University leaders, and Community Business stakeholders finalized plans to re-organize the community with the school as the center of the Learning Village

1997-1998

- Reconstruction of the school, YMCA, Mixed Income Community, establishment of new community center, Sun Trust Bank, and Mini Police Precinct

July 7-August 24, 1998
- Staff develops Mission, Vision, Philosophy, and adopts a School Governance Model

- School reopens with an increase in student enrollment from 240 students to 500 students

July 1999

- Challenge of opening a new school in a new community and bringing in people open to change

- Extended day and mandatory school uniform policy were implemented

- Adoption of New American Schools Comprehensive School Reform Designs

August 28, 2000

- Alternate/Year-round calendar, Reform-Co-Nect Whole School Reform Design

The Northwest Corridor School’s change process consists of the following major factors that contributed to the school being able to facilitate significant change:

I. Redevelopment of School and Community

II. Development of Mission, Vision, Philosophy, and Shared Governance Model

III. Adoption of Year Round Calendar

   A. Quarterly Remediation during Intercessions

   B. Enrichment Opportunities

IV. Adoption of Extended Day

   A. Drop Everything And Read (DEAR)

   B. “Quick Think” Mathematical Test Preparation

V. Adoption of Mandatory Uniform Policy
VI. Adoption of New American Schools Reform – Co-Nect

A. Project-Based Learning

B. Thematic Units with Hands-On-Instruction

C. Sensible Use of Technology

D. Team Based Organization

E. Community Accountability

Document Review

Document Review was used as the third source of data collection for this study.

The following supporting documents were reviewed:

- School Achievement Plan, which is a multi-year effort to address important goals and specific performance targets.

- Co-Nect Implementation Plan-Year 3 customized proposal to support the Student Achievement Plan by implementing the Co-Nect benchmark goal indicators through professional development and collaboration.

- Co-Nect Evidence of Quality Teaching Peer Monitoring Instrument Enrichment Schedule, which pertains to a sample of Quarterly Peer Monitoring assessment results. The instrument involves a regularly scheduled daily collaborative planning opportunity for classroom teachers as well as flexible scheduling opportunities to reinforce interdisciplinary themes through integration with enrichment subjects.

- A 5-year plan for implementing technology to support and augment the teaching and learning environment.
• An excerpt from a comprehensive 2nd grade integrated thematic unit, “Earth Science: Space.”

• Brochure showcasing culminating activities, celebrating the end of the thematic unit.

• A sequential curriculum map of the thematic units for each grade level.

• A sample narrative reflection of student progress to parents using a narrative approach to inform parents of student successes.

• A report of the results from an external team review of the school’s progress with implementing the Co-Nect benchmarks.

• A student work portfolio system requiring teachers and students to include quality work samples for each Quality Core Curriculum (QCC) objective. Portfolio presentations are conducted during student led conferences with parents.

• A binding contract requiring parents to fulfill a minimum of 20 clock hours of volunteer service.

• Sample Brochure of quarterly remedial and enrichment program.

• Copy of shared governance model flow chart.

• Copy of shared governance model with separation of school responsibilities. The report highlights key demographic and achievement factors which may have influenced the school’s academic progress.

• 1993-94 School Reports

• News articles that provide insight on local reality of school and community life.

Observation of Eastside Corridor School
School before the change: Teaching and learning.

Teachers developed lesson plans based on mandated curriculum guidelines. Program development was based on grade outcomes and plans for learning experiences and appropriate context. Content priorities were based on student community needs. Instructional program was neither data driven nor delivered in creative methods. Teachers followed old protocol in delivery methods. The program was not actualized in providing best practices for teaching and learning. Basically, textbooks were the primary source. Teachers used textbooks as their bible.

School before the change: Teaching and learning.

The instructional program is designed to elevate students' levels of cognition to the highest degree of Blooms Taxonomy, which challenges the level of teaching and learning. Teachers implement differentiated instruction at various degrees. The focus is on maximizing student growth by meeting each student where he or she is and helping them to progress through differentiated instruction, which includes effective teaching practices, using data for instructional planning, school targets, cooperative learning, individual learning, Learning Centers, use of computers and integrated technology tools, the accelerated reader, textbook instruction, and re-teaching. Level books are used as part of literature circles, story mapping, and written and oral reports. Work books are also utilized on different levels to support differentiated instruction. A school-wide Saxon Phonics block was established.

A critical element for the Eastside Corridor School is professional development for teachers and staff for instructional coherence and prescriptive curriculum. The pre-K
program is tied into the overall curriculum. It is not a separate unit. Pre-k students are taught to read, and like all other students are required to take reading lists home. Students in each grade level are guided through three dimensional work created in artistic methods of display, which is a part of the school's tenants of quality work. The school is indicative of a life-long learning village. All staff uses data to guide achievement to track student progress. K-5 Special Education students are taught to read and write. Many are enrolled in Spanish.

The math curriculum is also thought provoking. Students are encouraged to think mathematically and to solve challenging problems that include tables, graphs, word problems and multiple steps. Today, textbooks are used as a resource, instead of the driver for instruction. Through real world applications, students attend numerous field trips.

Students also wear uniforms and perform well in reading, writing, and math. In grades 2 through 5, students are taught writing through "Teach Me Writing," which uses a module approach. Throughout the school, every wall is covered with unique concepts done by students in groups. Depending on the situation, individualized instruction to deal with students at different performance levels based on data, continuous assessment and state requirements is available. Co-Nect benchmarks are tied into the school's achievement plan.

School before the change: Assessment.

The school adhered to state assessment standards. Test scores by grade levels were analyzed. Assessment is standards-based and uses multiple measures of student
achievement. Instruction is driven by the QCC Standards, test data and best practices as well as diagnostic assessments that guide instruction of the specific skills that students need. Students are grouped based on on-going evaluations and individual learning styles. Specialized instruction is based on previous year’s student performance, student learning styles and teacher expertise and strengths. Students’ needs are determined based on data collected through the Hi Places Surveys, and other data sources such as the Teacher, Student and Parent Climate Surveys.

As part of its regular testing program, the Eastside Corridor School utilizes detailed data to measure progress, access weaknesses, and intervenes before students fall behind. All work requires use of rubrics to access the level of student work, performance and Blooms Taxonomy. Rubrics are required for every activity.

The teaching and learning process appears to be powerful, practical, and meaningful. Students are defiantly making connections because the curriculum is structured around real-life activities, a best practice that demonstrates hands-on learning, which has a lasting impact.

School before the change: Community involvement.

Community was active and involved in school affairs. Many parents worked to obtain the participation of non-active parents. There was very strong involvement through the NAP program and the PTA.

School after the change: Community involvement.

The most pressing mission for the school is making the education of all students everybody’s responsibility. Activities for parents are scheduled at convenient times.
Parents and community members are encouraged to support the mission of the school by their active involvement in the PTA, volunteer programs and participation in school-wide activities. The principal has an open door policy. Parents are invited to come to the school at anytime. Grandparents are encouraged to participate in the Grandparents Reading Program that helps students improve reading skills. Room parents are recruited by the parent liaison to work with Level 1 and 2 students in each classroom and in the media center. Homework assignments must be signed by parents to indicate that they have worked with their student. The 21st Century Learning Parental Involvement Program was instituted to empower parents with tools on how to be successful and how to work with teachers to teach the whole child.

The school is available for community needs. In addition, local business communities are encouraged to participate in school activities. The school’s outreach into the community is through links with Earth Tech, Independent City’s Women’s Association, First Iconium Baptist Church, and Shy Temple CME Church. Parents also have a high level of involvement at the Eastside Corridor School. Projects are frequently conducted with children and parents working together.

School before the change: School organization.

Along with the administrative leadership, a core group of rotating grade-level chairpersons made up the leadership team. The group was instrumental in establishing a shared governance process to ensure that the school maintained compliance with the state.

School after the change: School organization.
Known as the “A” Team, the administrative leadership team is composed of the principal, instructional liaison, Co-Nect facilitator, school counselor, and the media specialist. The shared leadership team is supported by a school council made up of parents, staff, business and other community representatives and partners, which are essential in determining the instructional focus and assisting with monitoring, management, evaluating the various tenets necessary to achieve student success. The leadership team is relentlessly focused on the goal of enhancing student achievement.

The team established measurable goals with timetables for performance. Teachers voices are heard and are encouraged to make decisions based on student needs not adult needs.

*School before the change: Technology integration.*

Computers were installed in every classroom and in the principal’s office. The instructional staff also utilized overhead projectors and televisions. Prior to the change, teachers developed hand-written lesson plans.

*School after the change: Technology integration.*

All members of the school community have access to modern technologies with adequate technical support and training. Technology is fully integrated into the curriculum, enriching and extending teaching and learning in ways that would not otherwise be possible. Technical expertise is distributed throughout the school community and is also available as a community resource. A contract technology assistant and a computer lab assistant were hired to assist student and staff with technology needs. The entire teaching staff is In-tech trained and certified. Each
classroom is equipped with Internet access. All staff are trained on the Co-Nect Exchange and required to have documented technology clock hours. Teachers have access to personal laptop computers as well as overhead projectors and LCD projectors. The school has two rolling laptop carts that house 18 laptop computers. Math and science laser discs are available in the Media Center. A computer lab is available for students, faculty, and parents.

Students are very comfortable with the use of technology. Students are required to produce typed work. For two consecutive years, the school has won first place honors in the District Technology Fair. Teachers are required to submit typed lesson plans.

Document Review

Document review was used as the third source of data collection for this study. The following supporting documents were reviewed:

- Co-Nect Implementation Plan
- School Achievement Plan, a multi-year effort to address relevant goals and performance targets. The implementation of the Student Achievement Plan involves the execution of benchmark goal indicators and ensures staff training and partnering
- Sample – Co-Nect Evidence of Quality Teaching Peer Monitoring Instrument
- 1993-94 and 1995-96 School Reports
- Quarterly Peer Monitoring assessment results
- Sample Narrative Progress Report
• A student work portfolio system requiring teachers and students to include quality work samples for each Quality Core Curriculum (QCC) objective listed on the checklist

• These reports highlight key demographic and achievement factors which may have influenced the school’s academic progress

• Archived news articles, which highlights the local reality of school and community life

*Critical Moments in the Eastside Corridor Change Process*

2000-2001

• All classroom teachers completed In-tech training

2002

• Visited other Co-Nect Schools
• Reconstruction of School
• Redevelopment of mixed-income community
• Teachers and administrators identified critical areas to improve instruction
• Development of Mission, Vision, Philosophy, and Governance Model
• Established as the demonstration site for gradual change

2002-2003

• Implementation of Co-Nect Comprehensive School Reform Design

2003

• Implementation of professional development model
• School reopens with a decrease in student enrollment
School Change Process

Major factors that contributed to School B facilitating significant change

I. Reconstruction of School and Community

II. Development of Mission, Vision, Philosophy, and Shared Governance Model

III. Adoption of New American Schools Reform – Co-Nect
   A. Project-Based Learning
   B. Thematic Units with Hands-On-Instruction

IV. Sensible Use of Technology

V. Team Based Organization

VI. Community Accountability
CHAPTER V

FINDINGS, CONCLUSIONS, IMPLICATIONS, AND RECOMMENDATIONS

Findings

Historically, redevelopment plans have been silent on forecasting plans for children. Recent urban renewal projects in the city have skewed the future population away from children. Many of the new neighborhoods are not designed as multi-generational; they are mono-generational, inundated with small expensive residential units that turn-over in ownership every 3 to 5 years. This presents a major challenge for the city public system of education because as property values and rental rates increase to attract middle-income earners, the number of students enrolled in the system continues to decline.

Moreover, the dilemma regards policies and programs that are the result of an unfavorable resolution regarding the disposition of properties and proposed closing of schools. The school system traditionally justifies the disposition of school property and the closing of schools on the basis of student population decline in the surrounding service area. Student population decline is treated as a permanent phenomenon that is independent of redevelopment planning processes established by the city and various public agencies such as the development authority, housing authority, regional commission, and mass-transit development authority. Each organization produces plans that include forecasts of future populations to be brought into the redeveloped area.
Student decline that is associated with implementing redevelopment plans can be a temporary decline if the school system becomes proactive by assuming an interactive role from the front end of the redevelopment planning process.

An increase in population supposedly means more property taxes. Yet, officials have carried out recent urban renewal efforts through the establishment of tax allocation districts (TAD). The Westside Tax Allocation District approved in 1998, the Perry-Bolton Tax Allocation District approved in 2002 and the Eastside Tax Allocation District approved in 2004 limit funding for the Board of Education.

The local chamber of commerce has shaped current economic trends through replacing basic manufacturing industry with the .com industry, which has proven to be transient and temporary. Although salaries are frequently high, it is difficult to forecast a 20-year stream of employment for families to count on for the number of high-tech jobs brought in. The city needs a stable economic base to support a stable base of families that support a stable population of students. The chamber promotes the recruitment of young, single income earners. Essentially, they have created a new silicon valley in the inner city. The presumption is that these individuals will move out of the city when they reach the childbearing stage. This reality is portrayed in local publications and presentation collaterals, and marketed on the internet through real estate promotions highlighting the best neighborhoods to live in. Among the numerous distortions is that the urban city school system is not portrayed as being competitive when ranked against neighboring districts or private institutions.
Although the city school system has traditionally exerted its independence, its leaders are reactionary when collaborating with other groups. The housing authority, business community, planners, governmental leaders, and developers have worked to form an urban renewal model that is making an impact across the nation as well as the state. The state municipal association has established a redevelopment division to use the city’s redevelopment model in other cities and municipalities across the state, which is expected to present major implications for public systems of education throughout the state.

The establishment of a comprehensive community development model involves fusing separate entities into an integrated whole plan that revitalizes not just a neighborhood, but the metropolitan region of which it is a part. The movement must be constructed by community residents and fully financed through a turning point threshold or the community can not be transformed (Taylor, 2002).

The interviews conducted for this study revealed that one of the top priorities given by redevelopment planners to revitalize the first two mixed-income communities was to improve the educational settings. Several respondents noted that change was necessary because test scores were low. Yet, a review of documents revealed just the opposite.

Interestingly, the movements to reform both schools resulted in changes of facilities, staff and students. There was no evidence to explain or address the unusual fluctuation in test score results or evidence of collective communities intervening to address concerns about test scores.
In the 21st century, educators are expected to assume new roles. Teachers are leading school reform movements while principals collaborate with community groups to enhance parent participation in the decision-making process, and superintendents and other school administrators are connecting with all their communities to construct new visions for their school systems that guarantee success for all children.

The perception that a community has of the public school system directly affects the community’s work and its population. As a result, increased collaboration between school system officials and representatives from all other institutions is essential.

Successful collaboratives are formed to change how institutions function in the long term by providing new strategies for decision makers, whose voices are heard, and which issues are valid. It is important that all community constituents and stakeholders, particularly education officials, make a commitment to have greater participation in addressing community development and/or revitalization issues because schools are not the only entities within communities that require change. It is more effective to create change in schools by first creating change in communities where parents, students and businesses, as well as educators take responsibility for the education of all children. Changing a community by changing physical structures is impractical without the accompaniment of revitalized programs, services, tools, and resources.

Clearly, this study’s participants were implicit with responses about the importance of a school system’s ability to build community capacity, which validates the need for school leaders to facilitate institutions and communities in realizing their role and responsibility in schools as well as help them to assume new roles and develop new
connections. This also offers constituents the opportunity to shift power dynamics and unite people across race and social divisions, which is a critical aspect of comprehensive reform.

Understanding community organization is extremely important because organizing activities are a way of activating the community to encourage or support social and behavioral change. Constituents must see a need to change or learn, and are likely to change perceptions and practices when they are involved in group learning and decision-making.

Diversity is a major factor when considering that behaviors are influenced by culture. Local communities are ripe with many different contexts of race, age, religion, gender, and class. Therefore, the district’s engagement efforts should be culturally and linguistically appropriate. They must be developed from a knowledge and respect for the targeted community’s culture. For instance, many individuals that attend Neighborhood Planning Unit meetings do not have children in district schools. However, they are interested in the schools as taxpayers and partners in community decision-making and action.

The researcher attended a series of Neighborhood Planning Unit meetings in 2003-2004, and observed that participants are genuinely interested in the schools. There were occasions when the question-answer process proceeded beyond the allotted timeframe.

Just as constituents have a desire to know what the school system is doing, it is extremely important that school leaders know what community constituents are doing.
The community simply wants the school system to be a participating member of the community and to maintain an open, two-way line of communication.

In the last 30 years, the city school system’s student enrollment has dropped from 120,000 to 51,000 students. This decrease in student population is attributed to the prevalence of white flight to the suburbs. As the trend highlighting the city’s demographics reverses and more middle-income and high-income earners flock to the city, it must be noted that the city school student population continues to decline. The city school system has endured a long history of criticism for hosting two systems of education, where race and class are the fundamental factors in a district that has served a student population of 97% black students for the last 20 years.

During the 2003-2004, school term, the superintendent convened two taskforces on recruitment and retention, composed of community leaders, parents, and school leaders. Although both groups acknowledged that race and class issues are major impetuses for the school system, the Northside Corridor Taskforce addressed strategies to attract students that are zoned to public schools, but chose other alternatives while the Southwest Corridor Taskforce opted to go beyond the designated timeline to work towards a solution to the class disconnect issue in the black community in order to retain more southwest students in neighborhood schools.

Although information about which residents pay lower or market rate rental amounts is confidential, the tenants that lived in public housing dwellings prior to the completion of the redevelopment projects acknowledged that their children continue to face the same stigmas in schools and within their communities that they encountered as
public housing residents before the mixed income concept was implemented. A study participant that is also a parent of a child attending the charter school in one redeveloped area believes that the school administration did not value her contribution. The parent stated that she requested to be a part of the school’s advisory committee, but the charter school principal repeatedly ignored her. She believes that parent participation at the charter school is reserved for the newcomers. Another parent indicated that although she liked her new school, it seemed that the school belonged in Buckhead, a more affluent, upper-class community.

Conclusions

The student decline is not accidental. It is engineered through the redevelopment planning process. The decline in students usually accompanies a transition period where older housing stock is demolished and is replaced by newer housing stock. If the school board makes a specific policy statement that requires future planning authorities and agencies to establish new housing stock to include a quantity of housing for childbearing families that will meet enrollment standards to keep old system of schools open, they can create a city that is child friendly. Unfortunately, many of the current redevelopment plans forecast streams of housing that do not accommodate childbearing families. They are primarily multi-story, mixed-used developments with two bedrooms or less.

Clearly, the school system must explicitly respond to and address the property tax issue. The system has an opportunity to play a major role in future redevelopment projects, which is imperative considering the fact that recent redevelopment trends reflect policy that was drawn up by private parties in the business community and some parties
in the public policy arena that decided before the 1996 Olympics to reengineer the demographics of the city.

Moreover, Tax Allocation Districts deprive the school board for 20 years of the future stream of property taxes that would normally be used to support maintenance and construction of new schools and existing schools. This sets the stage for forcing new families to identify financing and other educational alternatives such as charter schools and private schools. The tax allocation district model strips new families that move into the tax allocation districts of property tax streams for schools for 20 years, which ultimately forces taxpayers to dig deeper to pay for other school alternatives.

People are more prone to participate when they believe school leaders feel a sense of community. One respondent indicated that when school leaders are involved in the community, they see the issues as relevant and worth their time, and view the process and organizational climate of participation as open and supportive of their right to have a voice in the process. When school officials are present in the community, their presence sends a message to the community about their willingness to participant in community collaboration and that they care about the issues that are at the surface of a community’s concern.

Implications

These findings have implications for the juncture of urban renewal and school reform and their ability to affect change through community engagement. The field of Education Collaboration purports that sustained community engagement has an effect upon the community transformation process. The findings indicate that all community
entities such as business, housing agencies, planning/development groups, government, residents and school systems must effectively communicate, collaborate, cooperate, and understand one another's needs in order to identify shared interests, which lead to the development of a collective action agenda that ensures commitments of equity and excellence. Therefore, school districts and school leaders should take caution of how they participate in the change process, in particular identifying, attacking and removing structural barriers that lead to urban distress. The following implications are noted:

1. Policy making and analysis regarding school districts' involvement in the urban change process is critical. For instance, in the Perry-Bolton Tax Allocation District, the housing authority will build 1,000 off-site single-family homes along Perry Boulevard, which will be aimed at child bearing families. The tax incentive will not go to the families. Instead, their portion will be diverted into paying bonds for infrastructure projects done in 2003 and 2004, which largely includes a golf course. This presents an interesting policy decision for which the school board will be held accountable. At some point, school officials will have to provide an answer as to whether or not streams of revenue should fund golf courses, particularly, when the school board receives the largest portion of property taxes.

2. When school districts expand public engagement links with independent grassroots parent's and citizen's organizations to support reform and accountability, it enhances opportunities for academic and social success for all children. Additionally, it provides an opportunity for school leaders to demonstrate how they make a difference in student achievement in the context of high academic standards for all children.
Understanding community needs is essential for meeting student needs. Therefore, programs, services, and initiatives must be carefully developed with the participation of all who are impacted by them. The process is more meaningful when supported by research evidence that is faithfully executed and objectively evaluated. Urban school districts in the 21st century cannot succeed without expanding individual and collective action through partnerships and power sharing.

3. School district participation in community affairs matters. When district staff are encouraged and rewarded for participation in partnerships with parents and the community, it strengthens opportunities for healthy and positive developments. The link between the comprehensive school reform and community development is critical because educational progress for low income people requires progress in access to affordable housing, jobs, good health care, transportation, safe communities, and a decline of alcohol and drug abuse. If school leaders fail to challenge the status quo of social, political, and economic neglect in distressed neighborhoods, this equates to failure to bring about fundamental and sustainable change. This also creates a missed opportunity to identify and understand factors in the school and community process that can help close the gap between students of color and their counterparts. In the 21st century school leaders can not afford to fail in gaining insight on how to fundamentally alter the structure, curriculum and instructional practices to provide greater educational opportunities for all children.

4. Understanding and addressing issues that impact equity and excellence are significant for the development of mutual interests between individuals and institutions
within communities. The current demographic change implies a reversal of the 1960s flight to the suburbs. As more baby boomers return to the city, districts must keep pace and meet the needs of the shifting demographics and seize the opportunity to link all communities, races, and classes around the issue of achieving success for all students.

Recommendations

Recommendations are highlighted in the following categories:

A. Improvement of administrative/leadership practice

1. School officials must join the redevelopment effort early to gain a viable role in the comprehensive change process. It is essential that school leaders identify the system of schools in areas that require a minimum student population and communicate to redevelopment officials that future redevelopment plans must incorporate plans for sufficient student populations to support and sustain existing schools.

2. School system leaders can be proactive in future redevelopment projects through a close evaluation of the 1960 population figures, which would guide school leaders in pursuing a neighborhood planning model that considers the original framework of over 120 neighborhoods that were part of a clearly defined system through the 1990s.

3. The school system must become a participating leader in future redevelopment projects beyond its traditional practice of approving the sale or transfer of surplus school board property and granting approval for establishing tax allocation districts. A proactive response requires a commitment from the school system to do more than participate by strategically leading with the establishment of a comprehensive community collaborative process that builds capacity not only with the business, planning, development, and
governmental branches, but also from the grassroots level, which is critical since there are more mixed-income redevelopment projects in the pipeline. When dialogue for improving communities is based on the condition of community schools, there must be informed voices at the table to speak on behalf of schools.

4. Essentially, the school district must have a leading role in the early negotiations for reforming communities, impacting the process with a defined agenda to build healthy communities by channeling resources and expertise that enhances the community as well as the school district. The education reform issue just like workforce development must be viewed through a community revitalization lens in order to develop additional resources to build the capacity of local communities to sustain the initiative over the long term.

5. City, school system, and county officials must work to reverse tax allocation districts that have been approved by the school board, city council, and county commission.

B. Policy development/modification

1. School system leaders must identify redevelopment policies that stabilize existing housing stock and increase existing populations of child-bearing families. The school system’s voice is necessary to insure that in the redevelopment plan the new housing stock that is designed is created to stabilize and recruit new in town migration by childbearing families ensuring that there is a sufficient future student population.

2. In order to be in step with the transition that is underway in the city, the school system must find a way to build and maintain relationships with constituents.
3. Community engagement should address multiple levels of the social environment to create meaningful change. In essence, the school system must be in community with those that are served by the district. When constituent groups join together, it must be based on expectations of trust, reciprocity, and mutual benefit. All members must have a say in the process and be assured that their voices will be heard. The school system should extend its involvement in the community development process by organizing a redevelopment council made up of representatives from various entities.

4. The school system will have to boldly acknowledge the mistakes of the past and openly embrace a comprehensive agenda for collective action that addresses diversity and unites people and communities across social divisions. The focus on diversity is critical because diversity is multi-layered. However, the district must also bring the North, South, East, and West Corridors together to challenge the status quo of social class inequality that shapes policies and practices that reinforce color lines and perpetuate the urban crisis of distress from one generation to another.

C. Additional research

1. The school system must reconsider the meaning of community and to understand that community, fundamentally, is a fluid concept, which flows continuously. Understanding the dimensions of the concept of community will enable the system to better initiate collaborative efforts.

2. In a city where the population totals are increasing, the most important goal should be to sustain not only the existing square footage of schools, but also a square footage of green space, playgrounds, recreational facilities, and health-care facilities.
Summary

Education offers continued advancement to those who are marginalized. Likewise, education is perceived to be the foundation upon which the future community development movement should be built. An increasing number of scholars and practitioners have concluded that it is very relevant to incorporate school reform into comprehensive urban rehabilitation processes as a high priority to establish that urban environments are changing the way in which they seek to educate all children appropriately. Research (Taylor, 2002) has concluded that school reform must also be linked to the community development process, and have called for the development of a bridge that links together the community development movement to the school reform movement, where all community members recognize their interconnectedness and participate in the decision making and development of a comprehensive process that benefits all.

In his analysis about the climate for urban change in the Independent City, Stone (1998) reflected that the Independent City experience is a matter of coalition building as crucial in bringing about change. Although there are few references to draw from in regards to evaluative processes of past collaborative reform attempts that involve institutional collaboratives between educators, government, housing, planning/development, business, and community leaders. The value of this research will enhance established methods that promote constituency development and emphasize strategy that enables parents, educators, and other community leaders and stakeholders to address simultaneously the multiple problems and issues confronting schools and communities. Clearly, the problem is how to motivate stakeholders to make the academic performance
of students a matter of central concern along with the well being of the community as a whole.
APPENDIX A

APPROVAL LETTER

ATLANTA PUBLIC SCHOOLS

RESEARCH, PLANNING, AND
ACCOUNTABILITY
130 TRINITY AVENUE, S.W.
ATLANTA, GEORGIA 30303-3624
404-802-2700

Ms. Lisa T. Smith
6771 Ashbury Court
Rex, Georgia 30273

Dear Ms. Smith:

Your request to conduct research within the Atlanta Public Schools (APS) was reviewed by the Research Screening Committee in accordance with the guidelines. Your research study entitled "Urban Change Through Sustained Community Engagement and Implications for School Leaders" was approved under the following conditions:

1. Your research design involves interviews with selected leaders from the community, business, government, and the central level administration of APS. You also plan to examine aggregate test results and to conduct unobtrusive observations in two APS elementary schools (Centennial Place and East Lake). You intend to conduct a document review of public relations and marketing materials to examine the ways in which leaders and organizations exchange ideas, collaborate, and promote change.

2. You plan to audiotape interviews with adult participants. You must have signed consent forms for each participant prior to beginning your interviews. The consent form included with your proposal materials has been approved.

3. Although no students will be directly involved in your research study, you must send parental notification of your intent to conduct unobtrusive observations in classrooms and to collect data through extensive field notes. Parents should be provided with the opportunity to request that their children be removed from the classroom during your observations if they prefer.

4. Activities related to your research study must not interfere with the ongoing instructional program or with the state and local testing programs.

5. Students, teachers and other APS employees can participate in or assist with your research study only on a voluntary basis.

6. The confidentiality of students, teachers, other APS staff members, the schools, and the school system must be ensured. Pseudonyms for people and the schools, as well as references to APS as "a large urban school system," are required in the title and text of your final report before publication or presentation outside of APS.

7. The data collection phase of your research study must be completed by the end of the 2004 calendar year.

8. If changes are made in the research design or in the instruments used, you must notify the Department of Research, Planning, and Accountability prior to beginning your study.

This letter serves as official notification of the approval of your proposed research study, pending the above conditions. Remember that a copy of the results of your completed study must be submitted to the Department of Research, Planning, and Accountability. Please contact me at (404) 802-2708 or nemoons@atlanta.k12.ga.us if I can be of further assistance.

Sincerely,

Nancy J. Emmons, Ph.D.
Research Associate

The Atlanta Public School System does not discriminate on the basis of race, color, sex, age, national origin, religion, handicap, veteran status, marital status, or sexual orientation in any of its employment or educational programs, services or activities. For additional information about nondiscrimination policies, please contact the Office of Internal Relations, 130 Trinity Avenue, S.W., Atlanta, Georgia 30303.
APPENDIX B

INFORMED CONSENT

1. Participant’s Name

2. Address __________________________ Telephone Number __________________________

3. This study aims to explore the commonality of urban renewal and school reform and to investigate why institutions such as school systems are critical to the success of urban renewal. This is also an effort to understand school-community connections and the most effective ways to mobilize school and community resources to better serve children and youth. Another aim is to understand the complexities of communication and exchange of information, both across disciplines and across professional service responsibilities.

4. There are no experimental methods or risks involved in the study.

5. I have been informed of the nature of the research and the fact that there are no risks, and I voluntarily agree to be a participant. I am at least 18 years of age, having been born ____________________. I understand also that I may withdraw from the study at any time or refuse to answer a particular question without penalty.

6. I understand that my identity will be confidential and will not be released in any individually identifiable form without my prior consent, unless otherwise required by law. I understand that the interview will be audio taped, which will be held by the researcher in a locked filing cabinet.

7. The researcher will answer any further questions about the research, now or during the course of the project, and can be reached at (770) 960-0839.

8. My signature below indicates that the researcher has answered all my questions to my satisfaction and that I consent to volunteer for this study. I have been given a copy of this form.

__________________________________________  __________________________
Signature of Researcher  Date  Signature of Participant  Date

Note. If you have questions about the research, do not hesitate to ask the researcher. If you have questions about your rights as a participant, please contact the chairman of the Clark Atlanta University Department of Educational Leadership, Professor Leslie Fenwick, (404) 880-8000, or her assistant Ms. Betty Cooke.
APPENDIX C

INTERVIEW PROTOCOL

1. What is the name of your institution?

2. In your opinion, was there a task force on the issue of urban renewal in Atlanta?
   Check: Yes ___  No ___  Don't know ___

3. If no, move on to the next question. If yes, what institution or institutions were represented? Please list:

4. If no, in your opinion, what form did the collaboration in the urban renewal take? Describe and explain your views about collaboration as you saw it: (May prompt: Elaborate on structure and process, and general feeling about performance.)

5. At the meetings you attended, what were the institution or groups represented at meetings? Please list:

6. What group convened the meeting?

7. In your opinion, what happened at the meetings? The group convened the meetings (check one):
   a. Brought a fully-developed urban renewal plan, asked for opinions about the plan from various groups, but in the end, the plan remained the same.
   b. Presented a fully-developed urban renewal plan, asked the opinions of the various groups and made changes based on the opinions received.
   c. Presented the urban renewal plan and urban education problem to the various groups, asked the groups to both analyze the problem and develop the plan on a needs analysis.

8. In your opinion, of the groups represented at the meetings, place the groups in rank order according to the degree of influencing the decisions (start from the highest influencer to the lowest).

9. What were some of the most critical education problems faced by the Atlanta Public School System that were discussed at these meetings? Please list:

10. What factors, if any, were analyzed as the causes of these problems as identified?
APPENDIX C (Continued)

11. In the deliberations and reflections at meetings, what were the purposes of the urban renewal development plan in terms of:

   a. APS educational problem(s)?

   b. Other purposes (name and list)

12. What was the specific educational objective of the Urban Development Renewal?

13. What were the specific strategies in the plan that the urban development planners offered at meetings to achieve the educational objectives?

14. What were the non-educational objectives of the Urban Development Renewal?

15. What were the specific strategies in the plan that the urban development planners offered at meetings to achieve the social or non-educational objectives?

16. What did the urban planner(s) offer the low-income people?

17. How did the low-income people in the community react? Give your opinion about what benefits they thought they were getting, and their satisfaction/acceptance.

18. What did the urban planner(s) offer the middle- and high-income members?

19. How did the middle- and high-income people in the community react? Give your opinion about what benefits they thought they were getting, and their satisfaction/acceptance.

20. In implementing the urban renewal development project, what were the changes in the composition of the community in terms of income patterns? Provide your opinion about percentages of low income, percentage of middle income, and percentage of high income.
21. In implementing the urban renewal development project, what were the changes in the schools? In terms of changes or improvement or not, provide opinions in each area as:

   a. Social composition  
   b. Teaching methods (better, the same, or worse)  
   c. Class size (smaller, the same, or larger)  
   d. Student achievement in reading (higher, the same, or worse)  
   e. Student discipline (better, the same, or worse)  
   f. Student attendance (better, the same, or worse)

The Urban Renewal Development Project did not deal with all poor communities; there are still low-achieving schools.

22. Consider the problem of student reading achievement in low-income or poor area schools. What, in your opinion, are the causes? Please list:

23. What are some of the solutions?
REFERENCES


