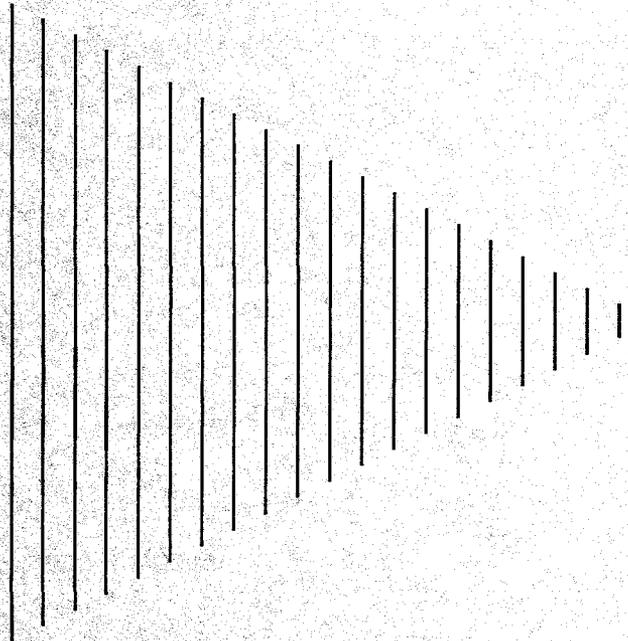


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201 BURTON HALL
UNIVERSITY OF MINNESOTA
MINNEAPOLIS, MINNESOTA 55455

AN EVALUATION OF PROCEDURES AND OUTCOMES
OF THE SUPERINTENDENTS' SEMINAR ON
METROPOLITAN PROBLEMS

prepared by the
DEPARTMENT OF EDUCATIONAL ADMINISTRATION
College of Education
University of Minnesota

1966-67

I. Purpose

The purpose to be served by the Superintendents' Seminar on "Problems of Metropolitan Areas and Their Implications for Public Education" was to test in a pilot setting the following hypotheses:

- (a) that a constructive dialogue could be engendered between practicing school administrators and social scientists and that such dialogue could result in a broader understanding by both parties, of the interactions between public education and concurrent social phenomena;
- (b) that such a seminar should be structured with primary emphasis on discussion of issues rather than presentation of issues and such structure, if properly established, could avoid the dominance of discussion by one group; and
- (c) that a seminar, conducted with participation limited to an organized group, would provide a more adequate setting for the success of such a seminar.

II. Procedures

The attached program indicates the deliberate effort to invert the normal sequence of ten minutes discussion for each hour's presentation into a format wherein there could be an hour's discussion for each ten minutes of presentation.

The discussion periods, as established in different formats, proved to be quite productive. The staff detected that discussion time somewhat shorter than that provided would be adequate, but also casting the discussions in different formats proved to be a useful technique.

Procedurally, the availability of an organized group permitted the exposure of participants to extensive materials in advance of the seminar and provides the setting for follow-up subsequent to the seminar.

In addition, the excellent news coverage provided for cast the enterprise in a most favorable light in terms of the community reaction to the intensive study of social problems and their effect on education. Ordinarily, the educator is wont to analyze his problems without public reference. The openness surrounding this seminar, because adequate news coverage permitted the community to recognize that educational leadership is dealing with real social problems, emphasized the point that educational leadership is not conducting its enterprise in isolation.

PROGRAM

Sunday, December 13, 1964

5:00 - 6:00 p.m. Registration

6:00 p.m. First Session
 Chairman for the Session: Van. D. Mueller

7:00 p.m. Greetings from the College of Education,
 University of Minnesota
 Robert J. Keller

7:15 p.m. Introductions
 Clifford P. Hooker, Chairman
 Department of Educational Administration

7:30 p.m. Orientation to the Seminar
 Van D. Mueller, Research Council
 Donald P. Anderson, UCEA Observer
 Shirley Cooper, AASA Observer

8:00 p.m. "An Overview of Metropolitan Problems
 in the Twin Cities"
 David Loeks, Executive Director
 Twin Cities Metropolitan Planning Commission

9:00 p.m. General Discussion
 Discussion leader: Otto E. Domian
 Recorder: James C. Sargent

9:30 p.m. End of the first session

Monday, December 14, 1964

7:30 a.m. Second Session
Chairman for the Session: Don Davis

Breakfast

8:45 a.m. Seminar Memory
Otto E. Domian

9:00 a.m. "Social Stratification in the Metropolis"
Edward Gross, Professor of Sociology
and Industrial Relations
University of Minnesota

10:00 a.m. Coffee

10:30 a.m. Small Group Discussions

<u>Groups</u>	I	II	III	IV	V	VI
Chairmen	Wood	Tanglen	Kafka	Norsted	O.H.Anderson	H.C.Hanson
Participants	Hoblit Nyman McCartney Healy Lytle Tingum	Enestvedt Campbell Metcalf Feda Boehlke Bezanson	Putnam Richardson Amundson Snyder Nelson Gallup	J.Hansen Kerns Nielsen Thomsen R.Anderson Iverson	Dahlager Mayer Knalson Haehlen Casmey Nilsen	Steffenson Dunnan Mickelson Cooper Myers
Consultant	Popper	Mueller	Davis	Nickerson	Hooker	Domian

12:00 noon Lunch

1:15 p.m. General Discussion
Discussion leader: Samuel H. Popper
Recorder: James C. Sargent

3:00 p.m. Coffee

3:30 p.m. Discussion Panel
Panel chairman: Neal C. Nickerson

Participants:

Rufus Putnam John Hansen
W. Richardson John Feda
Gordon Nyman Edward Knalson

Consultant: Edward Gross
Recorder: James C. Sargent

4:30 - 7:30 p.m. Break for dinner - open

7:30 p.m. Analysis Clinic
all participants



End of the Second Session

Tuesday, December 15, 1964

7:30 a.m. Third Session
Chairman for the Session: Ronald Lambert

Breakfast

8:45 a.m. Seminar Memory
Samuel H. Popper

9:00 a.m. "Establishing Public Policy in
Metropolitan Areas"
Vincent Ostrom, Professor of
Political Science, Indiana University

10:00 a.m. Coffee

10:30 a.m. Small Group Discussions

<u>Group</u>	I	II	III	IV	V	VI
Chairman	Enestvedt	Steffenson	Casmeay	Dahlager	Nielsen	Amundson
Participants	Lytle Dunnan Hoblit H.Hanson Cooper Nilsen	Tingum Mickelson McCartney Norsted Nelson	Feda Thomsen J.Hansen Kafka Snyder Gallup	Knalson Myers R.Anderson Boehlke Tanglen Kerns	O.H.Anderson Nyman Campbell Wood Putnam Healy	Mayer Haehlen Iverson Richardson Metcalf Bezanson
Consultant	Lambert	Popper	Davis	Mueller	Firth	Domian

12:00 noon Lunch

1:15 p.m. General Discussion
Discussion leader: Van D. Mueller
Recorder: James C. Sargent

3:00 p.m. Coffee

3:30 p.m. Discussion Panel
Panel Chairman: Gerald Firth

Participants:
Donald Dunnan Kenneth Iverson
John Metcalf Tom Campbell
Edwin Cooper Arthur Hoblit
Consultant: Vincent Ostrom
Recorder: James Sargent

4:30 - 7:30 p.m. Dinner break

7:30 p.m. Analysis Clinic
(all participants)

End of the Third Session

Wednesday, December 16, 1964

7:30 a.m. Fourth Session
Chairman for the Session: Gerald Firth

Breakfast

8:45 a.m. Seminar Memory
Van D. Mueller

9:00 a.m. "Reciprocal Influences Between Education
and the Metropolitan Economy"

Francis Boddy, Professor of Economics
and Associate Dean of the Graduate
School, University of Minnesota

10:00 a.m. Coffee

10:30 a.m. Small Group Discussions

<u>Group</u>	I	II	III	IV	V	VI
Chairman	Lytle	Tingum	Mayer	Mickelson	Boehlke	Nelson
Participants	Hoblit	Feda	McCartney	Haehlen	Enestvedt	Nilsen
	Knalson	Richardson	Snyder	Campbell	Norsted	R.Anderson
	Metcalfe	Iverson	Kafka	J.Hansen	Healy	Nyman
	Casmy	Myers	Kerns	H.Hanson	O.H.Anderson	Cooper
	Thomsen	Wood	Putnam	Amundson	Dahlager	Tanglen
	Bezanson			Neilsen	Gallup	Dunnan
Consultant	Curtin	Lambert	Nickerson	Mueller	Davis	Popper

12:00 noon Lunch

1:15 p.m. General Discussion
Discussion leader: Don Davis
Recorder: James Sargent

3:00 p.m. Coffee

3:30 p.m. Discussion Panel
Panel chairman: Don Davis

Participants:
Spencer Myers Ky Haehlen
Robert Snyder Ralph McCartney
A.L.Gallup H.C.Hanson
Consultant: Francis Boddy
Recorder: James Sargent

4:30 - 7:30 p.m. Dinner break

7:30 p.m. Analysis clinic
(all participants)

End of the Fourth Session

Thursday, December 17, 1964

7:30 a.m. Fifth Session
Chairman for the Session: Jim Curtin

8:45 a.m. Seminar Memory
Don Davis

9:00 a.m. "What Is Next? Implications of the
seminar for:
- Public Education;
- Continuing In-Service Education
in Educational Administration;
- Research in Educational Administration
Luvern L. Cunningham, Professor of Education
and Director, Midwest Administration
Center, University of Chicago

10:00 a.m. Coffee

10:30 a.m. Discussion Panel
Panel chairman: Clifford Hooker
Participants:
Donald Dunnan Spencer Myers
Robert Snyder Ernest Thomsen
Consultant: Luvern Cunningham
Recorder: James Sargent

12:00 noon Lunch

1:15 p.m. "A Response to the Seminar on Problems
of Metropolitan Areas and Their
Implications for Public Education"
W. W. Charters, Jr. Professor of Social
Psychology, Graduate Institute of
Education, Washington University,
St. Louis, Missouri

2:00 p.m. End of the Fifth Session.
Adjournment of the Seminar
Don Davis

THE PARTICIPANT GROUP

Attendance at this pilot seminar was limited to superintendents of member schools of the Educational Research and Development Council of the Twin Cities Metropolitan Area, Inc. This is a nonprofit corporation of 35 public school districts in the seven county Twin Cities metropolitan area and these schools serve 44 per cent of the pupil population of the state of Minnesota.

The participants all conduct educational programs in the same metropolitan area. This provided the seminar with a participant group with a high degree of common interest and concern. The staff attributes much of the success of the seminar to this commonality of interest.

In addition, the organizational structure of the participant group made available extensive resources of personnel and facilities not otherwise available. It might be well to point out to the funding agency that in this seminar, and the others as well, the combined expenditure of the participants and their organizations far exceeded those funds committed by the funding agency.

ATTENDANCE

Staff One feature of success of this seminar is directly attributable to the fact that the seminar staff, as well as the staff of the Department of Educational Administration, were in constant attendance for the entire seminar. Without question this contributed greatly to continuity of the discussions and the relevance of contributions. This was such an outstanding feature that it might well be considered an integral element of success in any future seminars of this type.

Participant Of the 35 superintendents participating in the seminar, 25 were in attendance at all sessions from Sunday evening through Thursday afternoon. The lowest attendance at any one session was 29, and only two superintendents missed substantial parts of the seminar. In addition, the participant attendance improved as the seminar proceeded.

EVALUATION

Participant No formal attempt has been made to permit participants to react to the seminar. Such a reaction is planned for January 21, 1965 and will be reported verbally. The seminar did prompt wide-spread comment from the participants concerning its value to them. This includes nine letters of personal thanks to the staff for making this seminar possible.

Staff The reaction of the staff of the Department of Educational Administration has been extremely positive regarding the value of the seminar both to the participants and to the staff itself.

Observer The following is a transcript of the evaluation by W. W. Charters Jr., who attended the entire seminar for purposes of evaluating its outcomes.

Evaluation of the Superintendents' Seminar

W.W. Charters, Jr.
Professor of Social Psychology
Graduate Institute of Education
Washington University
St. Louis, Missouri

(This is an un-edited transcript of a tape recording.)

Superintendents' Seminar
Speech by W.W. Charters

Thank you very much for the introduction and I must add that my instructions in coming down here to be with you were not put in exactly those terms. They were, "Shut up and listen!" This is what I have done. I have not talked much, have not entered into the conversations partly because these kinds of matters with which you have dealt are not matters in which I am particularly knowledgeable. This was an advantage, I think, in that I was not diverted from observing what was occurring in the seminar by getting too wrapped up in the topics in which you were talking.

Now my job, as I said, was to "shut up and listen" and particularly listen to what people, or listen to whether people, as they talk to one another, were talking to one another or talking at one another or talking past one another. I've zeroed in especially on the talk between two parties. On the one hand the superintendents and on the other hand the professors. Are they using the same language? Is there a meeting of minds among them? Or are there blocks in communication? Now this is, as you know, an experimental seminar and the sponsors of it are considerably interested in the kinds of questions which I was observing. I have implications for further seminars in the future, ways to improve them, modify them or what have you.

I'd like to start with a general observation; I felt that things went very well. I was quite impressed by the nature of the discussions which occurred. I noticed a rather substantial change in the kinds of discussions which occurred on Monday where the discussions tended to be broken, random, a little bit bewildered in contrast with the discussions of yesterday and today. I see quite a difference, quite a change in the levels at which the discussions were conducted. Now I might say, if nothing more, you have appeared to learn to talk to one another in a very serious fashion. This is not a kind of learning which you can sneeze at. There is a great deal of future payoff for you in being able simply to interact with one another on tasks, on common problems, on common concerns which is of considerable value. It may not be the kind of thing which you can go back to your school board and report as a result of the conference, namely that you learned to talk to some other people. But nevertheless this is of considerable value as I see it.

This is the tag end of a long session and I will make only three general observations. I'll discuss each of them a little further: one having to do with the matter of the control of the discussion; second, having to do with the matter of the professors, and more particularly the social scientist's language; and thirdly, I want to make some observations on the kinds of benefits you can expect in talking with social scientists or experts.

First off, then, I'll talk about the matter of the control of the discussions.

There's an extremely delicate balance which is necessary to achieve on the one hand, between providing a framework in which discussions can occur and on the other hand retaining the balance or retaining the responsibility of learning where it belongs -- on the one hand the problem of over-control and on the other hand the problem of under-control or under-structure. This is a very delicate balance and I might say precarious balance. It's very easy, apparently, for us to slip into a standard teaching-learning situation where the teacher is in full charge on the one hand and the student is passive on the other hand. The success of this seminar, I believe, is largely due to the fact that it was structured in such a way that it was the superintendents and not the professors who were in charge in most of the sessions. In the lecture in the mornings of course the professors, the experts, had a period of control in which the discussion or the papers which were to be presented, were indeed read. But beyond this in the second part of the morning in the small group discussions, in the afternoon discussions, it was the superintendents who were in charge.

I would like to look a little more closely at this matter, however, because I think it indicates the precarious balance in which the matter frequently rests. One of the things which I did was to keep running notes, mental or otherwise, on the locus of control of the discussions at any given point in time. Now this is not particularly hard to do and I think if any one of you would focus on the same questions that I did, you could reasonably well make the same observations which I would. It is "Who's the focus of interaction?" Was it professor or was it superintendent? Or, "Who's dominating the conversation; who's holding the floor?" Or, "What people were involved in the interchanges which occurred?" Was the interchange between professors or the interchanges between superintendents and professors or among superintendents? And what I observed here was what I alluded to already, the fact that much of the interaction among people, much of the communication which occurred during the small group sessions and discussions in the afternoon were indeed in the hands of the superintendents, that is to say the interaction initiated there. But there were, on the other hand, some reasonably long blocks of time, especially in the afternoon discussions, and in some of the sub-group discussions which I observed in the morning, where it was not the superintendents who were in charge of the interaction but rather the professors, and one of the most common situations was where there was quite a block of time in which the interaction occurred simply between the professors in the audience. Now, this is not necessarily bad, and of course it was not an extensive kind of thing, but it can lead to a kind of passivity on the part of the superintendents in terms of taking the responsibility for learning. In effect this kind of thing can take the responsibility for learning out of the hands of the superintendents and place the responsibility for instruction in the hands of the professors. As I say, this is not necessarily bad.

Passivity, on the other hand, is often a consequence and of course resentment is often a consequence. The question of precarious balance, however, suggests that this is a kind of situation in which there are strong pressures acting in the group to force the professors into such a role or for the professors to assume such a role. That is to say, the balance between structure on the one hand and over-control on the other hand is a situation

where there is strong inclination, first on the part of professors, to slide into over-control because this is a very comfortable situation for them. On the other hand, there are pressures from the superintendents to abandon responsibility for learning. This also is a very comfortable sort of thing. So I think it's of considerable interest that attention be devoted to this question of maintaining the appropriate kind of balance which is so precarious. To superintendents I'd say, "Don't force the professors into the role of governing the interaction." On the other hand, to the professors I'd say, "Be inconspicuous. Do not allow yourself to take over responsibility for instruction when it is not in your province."

Well, so much for the matter of the locus of control of the discussions. Now I'd like to turn to the matter of language, particularly the language of the professors or language of the social scientists.

I've heard a number of you say that some of the papers at least, were too abstract, that they were full of jargon - not true of all of the papers but certainly some of them. Indeed I had a good bit of trouble myself in following all of the papers. Some of them were conceptually dense, that is to say there were rather large words which were coupled together without much in between. I might be able to catch a word here or there which I recognized but then I had a great deal to do to try to fill in what I missed in between. Now words, including the words of social scientists, are sort of like a box with a label on it. The speaker knows what concrete everyday events he has assembled in this box but the audience is often unsure. To make matters worse, the social scientist is inclined to take you into parcel post substations during the Christmas rush where there are a full variety of packages, the contents of which we do not know, or do not clearly know, and then he starts telling you which of these packages go together, what happens when one package knocks into another or what invisible forces exist among the packages to attract or repel, to push or pull, or more generally, what the relationships are between these mysterious packages. Now this, I think, as you can see, can lead to a good bit of frustration if we are not quite familiar with the kinds of objects which the speaker assembles in the boxes which he is referring to. However, it's not simply a matter of asking the social scientist to abandon those packages which he has. What we don't realize is that these boxes with labels on them have been packed very carefully by the social scientist or by the science through a period of time. Progress in science, social science and physical science alike, comes from tinkering with the contents of the boxes, that is to say the meanings of words or what the words refer to, until sets of boxes are found which do relate to one another in a rather regular fashion, which do behave lawfully. By tinkering with these boxes, or redefining terms, or conceiving of terms in somewhat different ways, the social scientist, as a physical scientist, comes up with an understanding of how the concrete objects in the boxes relate to one another. There is a whole history behind attempts to define the concept "force" in physics. That is to say, the long history of trying to figure out what to put in this box, what kinds of things the word "force" might best refer to so that it becomes a powerful conceptual tool. Now the physicist has a word or box which is indeed a powerful tool in helping him to understand how force relates to other forces, mass, energy, and so on. Sometimes

I might interject the progress of the science is held up by having a box without content. I am thinking here of the long search for many years for the contents of a box which was called Phlogiston, that is to say a substance, an odorless and weightless substance, which, when added to another substance, caused it to burn. It was not until the concept of this box of Phlogiston was proved to be empty that science, with respect to oxidation, with respect to combustion, moved forward. What I'm saying, however, is that these boxes which the scientist packs are particularly significant just the way he packs them, or the way they have become packed through the years, the kinds of objects that the term refers to. And we cannot ask the scientist to abandon these when he talks to a lay-audience. In large part it is exactly his word which is what he has to offer. What we can do, however, as a social scientist talks, is to ask him for a peek inside the boxes, that is, let us see what he means by his term. Now I don't mean just defining the term, not just describing the inside of the box, the contents, but actually to discover what kinds of concrete events he has assembled in there -- what he means when he uses the term "social structure." What concretely does this refer to? I think by focusing on this kind of question, indeed, structuring the seminar in such a way that attention can be given to the key term which the speaker presents in his paper, that we can move much closer to an understanding, a meeting of minds, between the expert on the one hand, and the superintendent on the other.

So much for the language of the social scientist. It is a problem and one that must be reckoned with. I'd like to turn, finally, to the issue of what kinds of benefits can you as a superintendent expect in talking with a social scientist.

First of all we know what benefits you can't expect. You cannot expect, obviously, a step-by-step solution to your own concrete problems. If you could expect that from social scientists, you might ask the social scientist to take over the job of superintendent. But I'm sure that Professor Gross, Professors Ostrom, Boddy, and myself, would make the world's worst superintendents. So we cannot expect a step-by-step solution to concrete problems from the social scientist. What then? One kind of thing which a seminar such as this enables you to gain is points of information from informed sources about things which are of importance to you -- simply the matter of discovering facts which you recognize you lack, and some of the speakers, some of the specialists, have been particularly productive in filling in facts which are of interest to you and which you solicited from them. Getting points of information, I think, is probably one of the least of the values of a seminar. Beyond this I think there's tremendous value in a seminar inducing you as individuals to think seriously over a reasonable extended period of time about topics which you usually do not think about. In effect, this is an occasion when you can organize your own thoughts, you can pull together ideas, cast them up against one another, which you already have. I think this seminar was again particularly productive in that some of the speakers, the topics which some of the speakers suggested, were taken as matters for you to simply role around and think about in an extension of time which you normally do not. The third kind of benefit I see from a seminar of this sort is to give you a chair to examine how your particular problems, kinds of things which you're familiar with in day by day situations, are connected with other

things which are outside of your daily interest. Someone has said earlier in the seminar one of the goals is to lift our sights beyond the level of the particular district in which you work. I think the seminar has had perhaps its most marked success exactly here; that is to say, in recognizing the interconnections of problems, the problems of the metropolitan community as a total system, problems which might otherwise have gone unnoticed as to their broader ramifications. I think we can go further. The seminar interaction with specialists can induce you, or help you to make distinctions among things which you have often thought of as just one. Indeed this is one of the functions which words serve, or concepts serve: they help you see things in a more differentiated light. For example, we were induced to think about the fact that the most effective level of collecting revenue is not always the most effective level for the control of an enterprise, that is to say, we see a distinction made here which some of us, at least, might not have made before. Now very closely related to this is a fifth kind of benefit, namely being able to see connections between two things which we heretofore had seen as unlike. For example, Dave Loeks was suggesting the connection, he called it the terrific interaction, between, on the one hand, water supply and distribution and on the other hand, sewage disposal problems. He suggested that we need to couple these ideas which have not before been coupled. Now this is just an illustration of what I mean when I say that we can expect from the experts a discussion, a perception of things which seem to be different from one another and yet are alike or closely related.

Another sort of thing which we can gain from a seminar of this sort, or interaction with experts, or specialists, is that of recognizing unforeseen consequences of the programs and policies which we are following. Sometimes we do not realize that, for example, our educational program has a rather distinct bearing on social stratification in the community. A speaker may suggest that it does. He may point this out to us and make us consider more carefully the kinds of outcome which are related to the programs and policies which we are pursuing. Again, added to this, a seventh kind of benefit, we might be led to discover by talking with a specialist alternative courses of action which may not have occurred to us. We may be able to see ways of doing things which simply had escaped our attention. Dr. Ostrom provided a number of leads along this line. This is one of the functions which he tried to introduce in his presentation at this seminar, rather explicitly. He wanted to analyze the situation of the municipal government, or metropolitan government, in such a way that we could consider, or conceive of, different ways of doing things which we want to accomplish than we'd seen in our customary view.

So these are some of the kinds of benefits which can come from a seminar of this sort or from interaction with a social scientist. I can say this more generally, I think. The social scientist can bring to you, if you meet him halfway, a fresh perspective -- can help you see your own situation through fresh eyes. Now this is like any outsider, or at least intelligent outsider, who is in conversation with you, this ability to see the situation from the outside, may, if you reflect through his eyes, allow you to see the situation in a new way. The outsider is not bound by the myths of the stereotypes or accustomed ways of thinking in a field. He can often see paradoxes in your situation which you cannot see until you have taken the fresh look which he has

suggested. In another sense the outsider or the specialist can induce you to abandon stereotypes which block your vision. I'm thinking particularly here, by way of illustration, of the stereotype which some of us hold, at least certainly many members of the community hold, surrounding the word "politician" and we are often reluctant to engage in activities which would label us as politicians. However, if you rephrase that term as a political scientist might - instead of talking about political activities or politicians and talk about access to the decision structure, as Professor Ostrom would have us do, we may be able to break the bounds, or the bonds, with which the politician encases us. But you must meet the social scientist or the expert or the outsider halfway. You have to try to discover how he views the world. Then look back on your problems through his eyes and see if this gives you any clarity, any help. This doesn't mean that his view is better than yours except that it's different. The proof is in the pudding. In trying to look at the world through the eyes of a social scientist as best you can, that is, learning his language, trying to see the things which he considers important, and reflecting back then on your own problems and affairs, the proof of this is in the pudding. Does this place your problems in clearer perspective? Do you see important things which you didn't see before? You may even discover problems which you didn't even know you had. But this is where the benefit is tested. Are you sensitized in your day by day work to alternatives, to impingent factors, to the interconnection of which you were not sensitive to before? Thus the success of the seminar, I would say, rests heavily on what you go away with up here. Are you carrying back new bits of information which is of value to you? This I would say is rather minor. Are you conceiving of relationships which were not conceived of before? Are you sensitive to matters which you did not recognize as important before you came to the seminar? These are the kinds of things which an evaluation of the seminar must rest upon. Now I must say that these are matters which I cannot discern in you. Furthermore I must say that the benefits and gains probably differ substantially from one person to another in this room. Some of you may have already been sensitive to matters of social stratification. Others may have already seen the interconnections. So the varieties of gain are as great as the varieties of people. But the success of the seminar nevertheless rests not on something concrete that you can take back in the form of tangible objects, not so much on the bits of knowledge which you can take back and say that you have acquired, but rather in a much more subtle way, in the modes of thinking you can bring to your day by day job. Thank you.