THE UNIVERSITY OF MANITOBA

THE FIRST YEAR SYNDROME IN INNOVATIVE SCHOOLS:

THE CASE OF DAVID LIVINGSTONE
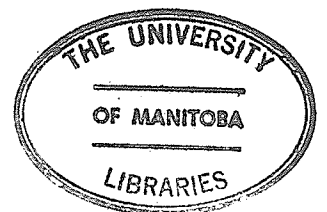
by

Karl W. Gompf

A Thesis

Submitted to the Faculty of Graduate Studies
in Partial Fulfillment of the Requirements for
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"THE FIRST YEAR SYNDROME IN INNOVATIVE SCHOOLS:

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# ABSTRACT

The purpose of this study was to describe and analyze the development of an innovative school from its conception through the first year of operation. Since the proposal for an "open school" was initiated by a group of teachers and the adoption of that proposal was a first in Manitoba, this investigator wished to provide information about their experience for future innovators.

The case study approach was used with the participant observation procedure as the principal method of data collection. Informal interviews were conducted with various personnel involved in the development and implementation of the open school. In addition, documents, records, and minutes of meetings were examined.

It was found that case studies of the development of educational settings are rare in the literature. Although mature organizations are often the subject of research, little attention has been paid to the beginning stages of an organization's struggle to become.

The findings of this study indicate that the strategy of innovation chosen in establishing an innovative school will play a major role in determining possible outcomes. Several problems accompany attempts at innovation which are often unanticipated and which may be unique to the development of innovative schools.

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Chapter 1

# THE PURPOSE OF THE STUDY

The first year in the life of a developing organization is a period

in which "all hell breaks loose." At no other time is the potential for

conflict as high nor the interest and excitement as intense. These

conditions, sometimes called the first year syndrome, are particularly

exaggerated if a major change from traditional practices is being

attempted. Fritz (1975:16) indicates that "students of change and

innovation have established that any change in existing organizations

creates tensions both within the change arena and within the larger

parent system .... a multitude of anomalies face the staff as they

struggle to forge a sustaining organizational structure."

The initial year of an alternative school or a school which

attempts to be innovative is full of these tensions. Two in particular

stand out. First there is an uncertainty about new roles in the school,

and conflict in interpreting and implementing agreed upon goals.

Smith and Keith (1971:272) remarked on "the differences and conflicts

in perception that had important implications in the dynamics of the

school." Their data showed that individual staff members and small

subgroups each held their own views and interpretations of what the

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goals meant in practice, and that there was no effective means of working these out together during the time of initial and ongoing use. (Fullan, 1972)

Second, the beginning year is characterized by an excessive drain on time and energy of staff members. The urgency to be innovative, the day to day activity of implementing innovations, and pressure to produce immediate results are demanding. As Fullan et al. (1972b:41) documented:

> One point that we have not emphasized enough concerns the incredible demands put on all individuals in an innovative organization. Innovativeness requires a great deal of time and energy. Innovative schools will be more successful if boards of education more readily recognize that additional demands exist and if they provide extra resources and moral support, especially in critical periods in the schools' development.

It would seem that the symptoms of an innovative school in its first year are unique as compared to new schools which do not depart from traditional practices. It also appears that there are a host of factors in the first year which are most critical to the growth, development, and continuance of an organization. If this is true, it would be of value to educators to understand the multiplicity of factors which enhance and impede the development of a new school in its attempt to become.

## THE PROBLEM

The essential purpose of this study was to examine and to describe fully the events in the development of an "open school" and

on the basis of this examination to evolve guidelines useful to others in the development of similar innovative programs. Related questions or sub-problems included the following:

1. How did the open school proposal reach the stage of actual implementation?

2. What factors were critical in bringing this major change about?

3. What conflicts arose in the development of the open school?

4. How were conflicts overcome?

5. Did the decision making model lend itself to the concept of the open school?

6. Was a theory of change and innovation adopted?

## THE SETTING

Throughout the school year 1974-75, David Livingstone Elementary School in the Winnipeg School Division experienced "the first year syndrome." Located in the inner city area of Winnipeg, it was chosen to be the site of an open school. The proposal for an open school came into being through the efforts of five teachers who were employed as Faculty Assistants for the school year 1973-74. Under this program, co-sponsored by the University of Manitoba, the Department of Education - Planning and Research Branch, and the Winnipeg School Division, the participants were involved in the re-

training of inner city teachers and in assisting student teachers from the University of Manitoba. Throughout the winter and spring of 1974, the proposal was considered by the Winnipeg Teachers' Association and the Superintendent's department of the Winnipeg School Division #1 and was accepted by the Winnipeg School Board on May 24, 1974. Positions in the school were advertised at the end of May and staff were chosen in June. During a three-week planning session in August, the staff came together to lay the ground work for opening day in September.

## SIGNIFICANCE OF THE STUDY

In the process of developing an innovative school, it would make sense for those involved to learn from the experiences of others. Yet the literature indicates that this is not usually the case. Levin and Simon (1973) were involved with two groups of parents who initiated and helped to operate two elementary schools in metropolitan Toronto. Although one group had the unique opportunity to learn from the mistakes and successes of the other, they failed to do so. Levin and Simon (1973:1) report:

> ...one group seemed unable to help, even though they tried for awhile, and the other seemed unable to respond, even though they listened for awhile. The fact that the two groups failed to communicate or help each other and that history repeated itself in the form of a common pattern of problems probably surprises no one. Similar experiences have been reported by others concerned with helping organizations learn from one another.

This study should be useful in providing information and guidelines to assist in the development and implementation of future innovative schools. If it can in any way reduce the negative effects of the "first year syndrome" it may be considered successful. The results could be significant in enabling innovators to analyze their situation, anticipate problems, and develop strategies to overcome these problems.

## METHOD

The principal method of data collection for the case study was participant observation. In addition, other information was gathered through informal interviews, analysis of documents and records, and a review of minutes of meetings. This included staff meetings, school committee meetings, Faculty Advisory meetings, and evaluation committee meetings. Observations were made of physical facilities, classroom interaction, and meetings held by the staff and committee members. Chapter three elaborates on methodology.

Maslow's statements (1965:13) about the need for observation and reporting of educational experiments are as appropriate for the study of David Livingstone as they were for Smith and Keith's study of Kensington School:

> In most such cases (experimental programs and schools) we wind up with a retrospective story of the program, the faith, the confident expectations, but with inadequate accounts of just what was done, how, and when and of just what happened and didn't happen

as a result .... The real question is how we can make the best
use of the 'natural experiments' that result when some courageous
enthusiast with faith in his ideas wants to 'try something out' and
is willing to gamble .... If only they were good reporters too ...
and regarded the 'write-up' as a part of the commitment!
That is just about the way the ethnologist works: he doesn't design
control, manipulate, or change anything. Ultimately he is simply
a non-interfering observer and a good reporter.

Hopefully, the writer's role took on the characteristics of "a
non-interfering observer and a good reporter."

## OVERVIEW OF THEORETICAL FRAMEWORK

In the Kensington model of educational innovation, Smith and
Keith (1971:10) suggest that the change was to be pervasive. They
have called this strategy of innovation "the alternative of grandeur."
Implicit in the alternative of grandeur as an innovative strategy are
unanticipated consequences, unintended outcomes, a decreased
probability of success in initial activities, and increased demand on
time and resources.

The other strategy of innovation referred to is the strategy of
gradualism posed by Etzioni (1966) with its broad generalization "aim
high, score low: aim low, score high."

The dichotomy of gradualism versus the alternative of grandeur
was used as a starting point for developing the framework for analysis
of the David Livingstone Open School. This theory is intertwined with
the framework constructed by Levin and Simon (1974) for viewing the
development of a setting. Their strategy "calls for an analysis of the

sequential tasks an educational setting must confront in the course of
its birth and struggle for survival." The developmental scheme is
divided into seven distinct phases, each one having a set of tasks and
problems requiring action. In the description of these phases the
data is interpreted with reference to the alternative of grandeur and
the gradualist strategy. Chapter two will deal with the theoretical
framework in greater depth.

## DELIMITATIONS

This study reports on the development of an open school from
its conception through its first year of operation. No attempt was
made to discover what happened as it entered its second year.

The only approach used was the case study utilizing observation
and informal interviewing techniques.

## LIMITATIONS

The information necessary to present this case study was
gathered largely through participant observation and informal inter-
views with the participants in the open school. The accuracy of the
study depends somewhat on the level of trust established between the
school personnel and the writer.

It is acknowledged that the writer's personal bias towards the
philosophy of alternative education and open schools could be a

limiting factor. A conscious effort was made, however, to report as objectively as possible the events occurring at David Livingstone School.

This study will be limited due to the inadequate time span by consideration of only the first year of the open school.

## DEFINITIONS

Alternative: is used to mean another or different approach which can be chosen. It is not synonymous with a free school.

Faculty Assistants: teachers involved in a program co-sponsored by the University of Manitoba, the Department of Education - Planning and Research Branch, and the Winnipeg School Division #1. Under this program the teachers received university credit for field-based work in the Winnipeg School Division. The program was designed as a retraining program for inner city teachers. The duties of the participants included:

1. the retraining of inner city teachers in their respective classrooms.

2. responsibility for assisting student teachers from the University of Manitoba who were interested in a field-based program in inner city schools.

3. participation in short courses of three weeks duration or less at the University of Manitoba.

Faculty Associates: teachers involved in an on-site field-based pro-

gram co-sponsored by the University of Manitoba, the Depart-

ment of Education - Planning and Research Branch, and the

Winnipeg School Division #1 for the school year 1974-75. These

teachers were released by the school division on a half-time

basis in order to enroll in university courses. They were also

required to teach one-half time in the David Livingstone Open

School.

Faculty Advisory Committee: a committee which served to provide

assistance and advice to the Faculty Assistants program of

1973-74 and the Faculty Associates program of 1974-75. The

committee was comprised of one member from each of the

following:

1.  University of Manitoba

2.  Department of Education - Planning and Research Branch

3.  Winnipeg School Board

4.  Winnipeg Centre Project

5.  Superintendent's Department of the Winnipeg School

Division

6.  Winnipeg Teachers' Association

7.  Manitoba Teachers' Society.

## ORGANIZATION OF THE STUDY

This case study is presented in seven chapters. The first is a description of the purpose of the study. The second reviews the literature related to the creation and development of educational settings and the implementation phase of organizational change. A description of the theoretical framework is included in chapter two. Chapter three deals with the methodology used in gathering data. Chapter four describes the development of David Livingstone Open School in its first year of operation. Chapter five is an analysis and discussion of the David Livingstone experiment. Chapter six consists of a summary, conclusion, recommendations, and implications this study may have for further research. Chapter seven presents a short personal commentary which this author feels is essential for the writing of any case study.

Chapter 2

## REVIEW OF THE RELATED LITERATURE

A review of two aspects of the literature related to change and innovation will be presented in this chapter. The first deals with the development of educational settings focusing on three factors:

1. confusion in getting started

2. demand on time and energy

3. opposition to innovation.

Although many problems are associated with the implementation of innovation, these three appear to be the most prevalent. The second review will be concerned with organizational change with reference to the implementation phase.

This review of the literature revealed that little has been written about the genesis of an educational organization and its development throughout the first year. Levin and Simon (1974:46) believe that:

> ... a major obstacle to a theory of developing settings is the paucity of available data about such settings ... past and current research has focused almost exclusively on mature settings. Case studies of new, developing settings are rare in the literature. In education, there are scarcely a handful.

Sarason (1971) concurs that there is a lack of descriptive data

on the ways in which change is conceived, formulated, and executed
within a school system. Change processes within the school culture
occur without adequate records of the process being kept.

Gross, Giacquinta, and Bernstein (1971:39) also remark on the
"paucity of knowledge concerning the conditions influencing the im-
plementation of organizational innovations."

Although information on developing settings is scarce, what is
available can be useful in helping the innovator to understand how new
settings are developed and established over time.

## The Creation of Settings - Confusion in Starting Out.

The initial year in the life of an organization presents many
complications. A host of these occur in the early stages of develop-
ment.

Sarason (1971:2) states:

. . . the creating of a setting (is) a fantastically complex array of
conceptual and personal problems not made any easier by the lack
of experience and guidelines.

Sarason and his colleagues were involved in the creation of the
Yale Psycho-Educational Clinic (P.E.C.) and at the same time were
able to observe the creation of other settings. They report:

What we were able to witness - in fact, what was almost impossible
to avoid seeing - was the haphazard, unreflective way in which
people generally engaged in the creation of their settings. It was
not only that the process seemed so frequently to be a self-defeating
one, but that early awareness of problems tended to be explained
away by placing blame on external factors, e.g. the "system", the
stubbornness and perversity of individuals, and the weight of

tradition.

In the beginning stages of the new organization, there tends to be a good deal of uncertainty about the new role members of a staff are expected to play. The uncertainty and misinterpretation of what intended goals actually mean in practice may lead to conflict. According to Gross et al. (1971), the first circumstance that acts as a major barrier to implementation is that teachers do not obtain a clear understanding of the innovation. Their data indicated that an educational innovation, the catalytic role model, was not being implemented throughout an entire school year due to a lack of clarity in interpreting goals and objectives.

At Thornlea, an innovative secondary school in Toronto, Fullan et al. (1972) found that there was disagreement about how goals should be achieved. The general nature of goal articulation provided a source of tension at Thornlea which was never resolved over a three year period.

Pincus (1973), Goodlad (1970), and Lauter (1968) have pointed out that school personnel may be dedicated to the language of innovation but less interested in tackling the problems of putting that language into practice.

Smith and Keith (1971:398) provided ample evidence that teachers are undecided about how to get started. They contend that "uncertainty in terms of getting acquainted, of developing new roles and procedures, and of generating subsequent structures often is

characteristic of new organizations."

To add to the confusion of creating a new educational setting, the teachers often have a strong desire to be competent. According to Joyce (1969), if the organization is intended to be innovative the additional pressure to feel competent may lead the teachers to be active only where they feel adequate. Joyce (1969:20) writes:

> . ... the result is a powerful force for conservatism within the school. Every innovation - every change, even slight on the surface - requires the members of an institution to adjust by learning new behaviors. To some extent, all adjustments that require learning involve some risk of a feeling of incompetence. In teaching, the risk can be considerable, particularly because the average school provides no place where the teacher can develop new competence in private.

The frustration in getting started is further exacerbated by the lack of time for planning and for discussion of common problems.

## Demand on Time and Energy

The creation of an innovative school is replete with unexpected consequences. One which clearly stands out is the excessive demand on time and energy of staff members. The pressure of being "new" and the emphasis on "getting things done" eventually take their toll. Fritz (1975:17) found a high rate of staff turnover in alternative schools and referred to this phenomenon as "teacher burnout." In his study he discovered that in the first year of an alternative school, teachers were faced with numerous personal tensions which seriously drained their inner resources. If this tension carried over into the second

and third year, teachers were not likely to last. One coordinator of

an alternative school put it this way:

> Alternative schools have a high turnover among teachers. The
> problem seems to be similar to that of battle fatigue common in
> any new development, but the factor seems more prevalent in
> alternative schools than in other settings. It looks like two or
> three years are all that anybody can take, then you need relief.

At S.E.E., School of Experiential Education, in Toronto, this

same phenomenon was documented. S.E.E., an alternative school

conceived in 1971, began under extreme handicaps of planning and

organization. The authors of "Report on School of Experiential

Education" (1973:21) suggest that the first year at S.E.E. was "akin

to being thrown into the water for the first time and told to swim."

Further evidence is provided by Shukyn and Shukyn (1973),

Leithwood and Russell (1973), and by Fullan et al. (1972). They

advise that the boards of education and administration must recognize

the existence of extraordinary demands on time and energy and provide

sufficient financial and moral support to enhance the creation of an

innovative school.

The Adams-Morgan project in Washington, D.C., was beset by

similar tensions and problems. Lauter (1968:251) indicates that "...

it was, in itself, almost unrelievedly turbulent and tense. It lacked

time and real opportunity for real relaxation together, for contemp-

lation and slow discussion and absorption of new ideas." The turb-

ulence in the project did not subside and the participants suffered

through a year of continuous frustration and conflict.

Smith and Keith (1971:268-9) emphasize "the critical importance of time and energy as resources for a social system ...." They maintain that "a beginning organization, a changing organization, and and innovative organization" will place considerable demands on these limited resources. Administrative intervention and awareness seem to be imperative in order to downplay the negative effects of the excessive demands on time and energy of staff members.

The importance of time and energy as critical resources in the development of an innovative organization is evident. Both resources must be abundant so that the organization may successfully plan, establish meaningful dialog, and ward off the effects of resistance to innovation.

## Opposition to Innovation

Implicit in the development of an innovative organization is the occurrence of conflict and opposition from those not directly involved in the innovation. The desire to maintain the status quo and to defend the existing structure of schools will often guarantee a great deal of negativism and opposition. Fritz (1975) referred to "the wariness of the system" and found a strong tendency towards misrepresentation and misconception by various groups of people.

Graubard (1972:269) suggests that the innovative school will be restricted simply because it is operating within the public school

system. He maintains that:

> The complexities of being within the bureaucracy, the compromises that are inevitably made in situations like this, the struggling with opponents of such innovations, the sense of constant hostile evaluation of the project - these conditions can be quite constricting . . . .

Shukyn and Shukyn (1973), Leithwood and Russell (1973), and Lauter (1968) identified a similar problem and found that many school officials felt absolutely no stake in an innovative project and displayed a great deal of resentment and hostility towards it.

In the analysis of the development of a Residential Youth Center, Goldenberg (1971:225) describes the reaction of the community to the process of change. He writes:

> Rarely, if ever, is any new program, especially one labelled either "innovative" or "experimental" welcomed into a community with outstretched arms. . . . any change, be it the addition of an existing one, must almost by definition be perceived by some as a threat, if only because it serves to upset the balance of power. It may well be that the basic conservatism of most communities is not only understandable but in the long run, even desirable; but from the point of view of those whose goal is to introduce "change", it is a situation fraught with difficulty and potential danger.

To avoid hostility of the community, the Kensington School in Smith and Keith's analysis (1971:374) became a "protected subculture." This implies that the school was isolated from the usual pressures, restraints, and directives facing public schools. Those involved believed that "by categorizing it as unique or different and by treating it this way, the school could develop without the blows and arrows of a hostile or critical environment."

The school had the full support of the superintendent and was

able to bypass many of the rules, policies, and procedures usually associated with the bureaucracy in a school division. Although some members of the school board were inclined to stir up the community, the school was protected from their direct influence.

Barth (1972) in writing about the development of an open education program, reports that resistance to the innovation came from administrators, parents, and children. The opposition was significant in contributing to the demise of the program after one year.

There is strong evidence in the literature reviewed above which indicates that the innovative organization will be confronted by many obstacles in its struggle to survive. It appears that the approach used in implementing and innovation and in overcoming obstacles will be a major factor in determining eventual outcomes.

## Organizational Change - The Implementation Phase

For the purpose of this study, it is important to understand why innovations have varying degrees of success. Therefore, an essential characteristic of the study should be a review of information on implementation of intended change. A review of the literature indicates, however, that there is a lack of knowledge about the implementation phase in organizational change.

Bennis (1966:175) states:

What we know least about - and what continually vexes those of us who are vitally concerned with the effective utilization of knowledge - is implementation.

Other students of change who support Bennis in pointing out the scarcity of information about implementation of change include Gross et al. (1971), Pincus (1973), Guba (1966), and Stufflebeam (1966).

Hage and Aiken (1970:100) suggest that the disequilibrium of the organization is greatest during the implementation phase. They propose three reasons why there is greater turmoil in the organization during this period than in previous stages:

1. More members are likely to become involved in conflicts during the implementation stage. Previous stages normally involve only the elite of the organization.

2. . . . No matter how much the elite may plan, a plan is unlikely to consider all the potential sources of discontinuity between the new program and the existing organizational structure.

3. . . . During the implementation stage the program becomes a reality whereas previously it existed only in theory.

Hage and Aiken (1970) and Barnett (1953) discuss another factor which adds to the difficulty in the implementation stage. They found that the active cooperation of all members of the organization is not ensured. The success of a new program relies on cooperation and if it is not attained the program may be sabotaged.

The approach used in the implementation of change will have a direct bearing on success or failure. Students of change have identified strategies which seek to achieve desired goals through a planned process. Bennis (1966:105) points out:

Any significant change in human organization involves a rearrangement of patterns of power, association, status, skills, and values.

Some individuals and groups may benefit; others may lose..

He describes eight traditional change strategies representing a "common sense" approach to change.

In "A Guide to Innovation in Education", Havelock (1970) identifies forty-four strategies utilized by various change agents. He discusses the potential of each strategy at different stages of a change program.

Bushnell and Rappaport (1971:8) are convinced that a systematic approach to change is the most potent strategy and suggests that "it provides a more rigorous way of asking and answering questions . . ." They outline six stages for planned change:

1. diagnose problems

2. formulate objectives

3. identify constraints

4. select potential solutions

5. evaluate alternatives

6. implement selected alternative.

Through these stages, those involved in a change process will be able to tackle the problems logically and systematically.

Smith and Keith (1971:366) refer to "the alternative of grandeur" as a change strategy. By their definition multiple changes occur and the change is all-encompassing. At Kensington School they observed a pervasive change strategy in operation and contend that:

When one begins to change a society, an institution, or a school, the system interlinkages present an ever increasing multiplicity of items open for change. This poses the question of the degree of change to be attempted.

Etzioni (1966) proposed a contrasting strategy of gradualism and "argues for 'phasing of adjustments', that is, making all the changes, adjustments and sacrifices into many small and almost insignificant steps." (Smith and Keith, 1971:370-1). Essentially, the effect of gradualism would reduce resistance to change.

Smith and Keith (1971: 371-2) support gradualism and suggest that "the 'one-thing-at-a-time' approach to system change is funda-mental to organizational structure and stability ...." The risks are less and the overall change of the system is more remote. As the change takes effect it may not be readily visible.

Leithwood and Russell (1973) in their article "Focus on Imple-mentation", support the gradualist approach as do March and Simon (1958:190):

> We appeal again to the principle of bounded rationality - to the limits of human cognitive powers - to assertthat in the discovery and elaboration of new programs, the decision-making process will proceed in stages, and at no time will it be concerned with the 'whole' problem in all of its complexity, but always with parts of the problem.

Alvin Toffler (1970:441) in discussing strategies for survival and change in educational curriculum, affirms that it may be wise to introduce changes gradually. He expresses the concern that "more than haphazard attempts to modernize" are necessary and emphasizes

the need for a systematic approach to the problem of change.

Gross et al. (1971:39) revealed that the major explanation given for the success or failure of organizations to implement change is the initial resistance of members of an organization. It is the ability of management or a change agent to overcome resistance which may affect success or failure. The authors argued that:

> ... this explanation ignores important considerations about obstacles to which members who are not resistant to change may be exposed when they make efforts to implement innovations, about the possible importance that management, as part of the role set of subordinates, may play in creating or overcoming these obstacles, and about the possibility that members who are not initially resistant to an organizational change may later develop a negative orientation to it.

Although resistance to change and particular strategies must be considered in trying to understand the implementation process, a greater degree of clarity and insight must be sought.

Gross et al. (1971:39-40) conclude that:

> ... most social scientists have not recognized the need to conceptualize the success or failure of the implementation of organizational innovations as the result of a complex set of interrelated forces that occur over an extended period of time after the innovation has been introduced.

Their review indicates that there is a need for in-depth studies of organizations, such as schools attempting to implement innovations, with the focus on isolating factors that inhibit and facilitate their implementation. They content that such studies are necessary if "heuristic models and hypotheses" about the implementation of organizational innovations are to be developed.

SUMMARY

The literature reviewed in this chapter focused on the imple-
mentation stage of organizational change and three factors which in-
fluence the development of educational settings. The literature indic-
ated that the innovative organization will experience unexpected and
sometimes traumatic events as it struggles through the first year of
operation. The strategy of change selected will play a dramatic part
in determining success or failure.

The writer concludes that providing this information by itself
to prospective innovators is futile. Sufficient knowledge about the
creation and growth of new organizations is lacking. Descriptive
studies of this nature are in demand to give innovators an insight into
why a new organization did or did not succeed. Hopefully, this study
will lead to those insights which may help others to survive the "first
year syndrome."

THEORETICAL FRAMEWORK

In assessing innovative educational programs it has been
standard practice to develop means of measuring outcomes to deter-
mine a before-and-after relationship. Seldom is there an attempt to
describe the program, to interpret how it differs from traditional
programs and to identify problems encountered in the establishment of

the setting. Charters and Jones (1973) refer to the futility of the standard procedure in their article, "On the Risk of Appraising Non-Events in Program Evaluation." A descriptive approach to setting development can be valuable in explaining successes and in determining why plans fail. The previous review of the literature on the development and implementation of educational settings indicates the appropriateness of the descriptive approach.

For the writing of this study, the developmental framework proposed by Levin and Simon (1974) has been adopted. The strategy proposed requires an analysis of the sequential tasks which face an educational organization as it develops. These tasks fall into a series of phases or a period of time in which a particular set of tasks must be dealt with. Each distinct phase is characterized either by a period of assessment and planning or by a period of implementation and action. The developmental process moves back and forth between analysis and action.

The following is a brief description of each phase as outlined by Levin and Simon (1974:48-52).

Phase 1 - Getting Together to Define the Mission

This phase is characterized by two major interrelated tasks: forming a core group with a common perspective on what is wrong and coming to agreement on a general course of action.

Phase 2 - Defining and Obtaining Support for the Setting

In this phase the core group is faced with two tasks. First, they must articulate the philosophy and purposes of the proposed setting

on paper . This first task is to solidify support for the future setting by conceptualizing the setting on paper so that it makes sense to the members of the core group and is attractive to potential members and to potential sources of financial support. The second major task is political. The group must develop a strategy for recruiting additional members and for securing the financial resources needed to support the setting.

Phase 3 - Planning and Assembling the Setting

The major tasks of this phase are program planning, administrative planning, and assembling resources.

Phase 4 - Getting Started

The major tasks of this phase can be grouped under three general headings - programatic, political, and social.

Phase 5 - Looking Back and Ahead: Post-Launching Assessment

The tasks of this phase are concerns that shift the primary orientation of a setting to planning. Whether or not the people in a setting use this occasion for a reflective assessment of their program has serious implications for the setting's future development.

Phase 6 - Starting Again: Stabilizing the Setting

The overriding orientation of this phase is establishing or reestablishing some degree of order, continuity, and stability in the program, in administrative functions, and in other patterns of interaction within the setting. The major tasks of this phase are similar to those in phase four - modifying the program and administrative arrangements and developing further systems of internal support in response to prior analysis.

Phase 7 - Looking Ahead to Next Year

As the end of the school year approaches, new decision-making deadlines and the realization that the end (of the school year) is not far away impel the participants in the new school setting to assess their current situation and to think and talk about the future again. The major tasks in this phase are similar to those in phases three and five.

The development of the open program at David Livingstone

School is described within the framework outlined above. Within each phase in the development of a setting, it would seem appropriate to choose a particular strategy of innovation. The theory of "gradualism" versus the "alternative of grandeur", as proposed by Smith and Keith (1971), was applied in order to determine which strategy was chosen in the planning stages and to ascertain the consequences of that choice as it was implemented. The gradualist approach implies a one-thing-at-a-time method whereas the alternative of grandeur calls for multiple changes at once. By combining the above theory with the developmental framework described by Levin and Simon (1974), this case study was formulated.

|  | ALTERNATIVE<br>OF<br>GRANDEUR | GRADUALISM |
|---|---|---|
| Phase 1 - Getting together to define the mission | Desire for multiple changes at once; urgency to move quickly. | Change agent is in no hurry; extended dialog; more time for research. |
| Phase 2 - Defining and obtaining support for the setting | Greater chance of overlooking political tactics; less time to describe the setting to others. | More stable political structure; solidifying support for the setting. |
| Phase 3 - Planning and assembling the setting | Emphasis on longer range goals and implications; potential for high rewards; high risk and uncertainty. | Accent on immediate concrete concerns; more moderate risks; more time for staff selection. |
| Phase 4 - Getting started | Multiple changes; decreased probability of initial success; increased time pressure; demand on resources. | Fewer unintended outcomes; increased likelihood of success in initial goals; creating a position of strength which leads to further change. |
| Phase 5 - Looking back and ahead: post launching assessment | Inability to face reality; blinded by purpose; fewer adjustments made. | Reflective assessment of the program; willingness to make adjustments; maintenance of morale. |
| Phase 6 - Starting again: stabilizing the setting | Greater demand on resources; further unintended consequences; less chance for stabilization. | Greater internal support; building a strong social structure; modifications made. |
| Phase 7 - Looking ahead to next year | Frustration and decline in morale; possible loss of staff; desire for multiple change leading to greater chance of failure. | Realistic plans for the second year resulting from first year progress; tolerate increased heterogeneity of staff; higher probability of success. |

Implications of Change Strategies (Smith and Keith, 1971) Throughout the Development of a Setting (Levin and Simon, 1974).

Chapter 3

RESEARCH PROCEDURES

The initial contact with the David Livingstone staff and the

principal occurred in early October of 1974. Throughout the fall,

the writer spent time in the school with the intention of developing

a trust relationship with the staff and principal. Once they were

comfortable with an outside observer in the school, familiarization

with the development of the open school program began. Contact with

the school continued throughout the school year. The gathering of

data was facilitated by direct participation on the evaluation committee

of the David Livingstone School.[1] The evaluation was conducted in

April and May of 1975.

METHODOLOGY

The data gathered for this study was obtained primarily through

participant observation at David Livingstone School. This technique

required direct personal contact with the development of the program.

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[1]The author was selected as the representative for the
University of Manitoba on the evaluation committee for the David
Livingstone Open School and the Faculty Associates' program.

Jacobs (1970), Bollens and Marshall (1973), and Bruyn (1966) describe the importance of participant observation as a research technique. They suggest that in order to gather relevant data, the researcher must become an active member of the setting he is observing. There seems to be no agreement on the amount of actual participation essential to the participant observation technique. For this study, however, many hours were spent either in the school or in involvement with activities related to the David Livingstone experiment.

Additional information was collected through informal conversations and interviews with many people associated with or affected by the development of the open school. This included the present staff, the principal, the Area I superintendent in the Winnipeg School Division, members of the Manitoba Teachers' Society and the Winnipeg Teachers' Association, student teachers, teacher aides, volunteers, parents, support services personnel (Child Guidance Clinic, nurse, and caretakers), and staff at David Livingstone prior to the 1974-75 school year. The advantage of flexibility in the unstructured interview was emphasized by Bollens and Marshall (1973). Through this method questions can be presented to suit the individual roles of the various personnel.

In addition, data was gathered through the examination of the proposal for the open school and the proposal for the Faculty Associates' Program. Minutes of meetings of the Winnipeg Teachers'

Association, the school staff, school committees, and the Faculty Advisory Committee were reviewed.

A major concern when using the participant observation technique is the problem of overcoming personal bias and sympathy towards the program or the people being studied. This can be countered by maintaining a suitable "distance" in a relationship which is not too close to those being studied. Bruyn (1966:229) referred to the problem as "over-rapport." For the purpose of this study, an amicable distance was maintained to provide a clear perception of events at David Livingstone.

A second concern is to provide for the validity and accuracy of relevant data gathered. To insure a minimum amount of distortion, cross references were made in the interviews and in the examination of documents and records. Contrasting or conflicting roles of individuals or groups which were significant in the development of the open school were examined.

Although this study is presented as objectively as possible, the writer's own opinions can not be ignored. According to Jacobs (1970:260) "an account of the participant observer's subjective involvement in his fieldwork is as valuable as the rest of his observations." Chapter seven will include this account.

Chapter 4

THE FIRST YEAR SYNDROME AT
DAVID LIVINGSTONE

THE ORIGIN

The origin of the open school concept at David Livingstone dates

back to the fall of 1973. Eleven teachers, known as Faculty Assis-

tants, were involved in a field-based teacher education and staff

development program in the Winnipeg School Division #1. The pro-

gram, known as the "Inner City Teaching Centre Project," was co-

sponsored by the University of Manitoba - Faculty of Education, the

Winnipeg School Division #1, and the Department of Education -

Planning and Research Branch. During the fourteen month program

of professional development, the teachers would receive 48 hours of

university credit. They were expected to "develop innovative ap-

proaches to teaching and curricula with reference to urban settings

of this kind, support and advise student teachers in the Inner City

Teaching Project, and conduct systematic ethnographic observation

of the schools and neighbourhood."[1]

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[1]Taken from the proposal for an Inner City Teaching Centre
Project of June, 1973.

As a result of discussion of alternative future plans for the eleven Faculty Assistant teachers, the idea of a model school developed. Throughout the fall, the group met frequently, exchanged view points, and began to put the plan into writing. A two-page proposal for a model school was drafted. (Appendix A.) An inner city school was to be selected which would provide a setting for continuation of innovative programs and community involvement and which would allow for greater teacher autonomy. In January, 1974, the proposal was presented to the executive of the Winnipeg Teachers' Association. At this time it became evident that two distinct viewpoints within the group had surfaced. Disagreements on future action caused the group to divide into two.[1] Four of the Faculty Assistants joined together to propose that they be placed in a single school as classroom teachers to work with staff in furthering professional development within the school. Five other Faculty Assistants chose to develop a proposal for an open school. The term "open school" had been selected due to connotations of superiority which a "model school" might imply. It is the proposal for the open school to which this study is addressed. (Appendix B.)

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[1]Information gathered through interviews with several Faculty Assistants, November, 1974.

THE PROPOSAL ACCEPTED

With assistance from the Area I superintendent of the Winnipeg

School Division, the group of five teachers collaborated in writing a

proposal for an open school. At a meeting of the Executive of the

Winnipeg Teachers' Association on January 23, 1974, the proposal

was presented and was referred to a New Projects Committee for

consideration. The New Projects Committee met with the group of

five teachers and approved the project. They agreed to recommend it

to the Winnipeg Teachers' Association Executive with the condition

that acceptable classroom teaching positions be found for existing

staff who might be displaced.[1] An independent evaluation at the end of

one year comparing the two separate proposals with other inner city

programs was also recommended. On the following day, the Executive

approved the project. They stressed the fact that acceptable teaching

positions must be found for teachers who wished to leave the school

chosen for the project.

Over the next three months, teachers in the division became

aware that an inner city school would be chosen as the site of the open

school. Rumors and speculation were increasingly evident but no one

was certain which school would be selected. On May 8, 1974, plans

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[1]Referred to in the minutes of the Winnipeg Teachers' Association Executive meeting held on January 30, 1974.

began to materialize. The Area I superintendent met with the
Executive of the Winnipeg Teachers' Association and proposed that
a Faculty Associates' program for 1974-75 and the open school concept
be combined. As the two programs were philosophically similar, it
seemed likely that each program could help the other develop. A
school in the inner city would be vacated and occupied by the five
Faculty Assistants who had developed the Open School Proposal. A
principal would be recommended to the school board. The remaining
appointments would be open to all teachers in the Winnipeg School
Division. The Area I superintendent indicated that he would try to
keep a "hands off" attitude with the project and let the teachers develop
it, although he would provide help with evaluation.[1]

On May 14, 1974, at a Winnipeg Teachers' Association council
meeting, members of the David Livingstone staff questioned the open
school concept. They had heard a rumor that their school was one of
several being considered and wished to have more information. The
council passed a motion to contact the superintendent involved to
determine what school had been selected.[2]

By the end of May, the Winnipeg School Board had received

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[1]Taken from minutes of the Winnipeg Teachers' Association
Executive meeting on May 8, 1974.

[2]Taken from minutes of the Winnipeg Teachers' Association
council meeting on May 14, 1974.

and accepted the proposal for the open school and announced that

David Livingstone School had been chosen. On the recommendation

of the Area I superintendent, the board appointed a principal whose

philosophy of education agreed with the open school concept. The

majority of the staff at David Livingstone were upset. If they chose

to leave David Livingstone, they feared that satisfactory placement in

other schools would be difficult with the end of the school year fast

approaching. The fact that they could apply for a position in the open

school was of little comfort to most of the staff. Several teachers

complained that it was too late in the year to be transferred and that

the Winnipeg Teachers' Association was negligent in protecting their

interests. The president of the Winnipeg Teachers' Association had

visited the school and stated that "the staff of David Livingstone was

of the feeling that they had been left out of the picture unnecessarily

and wanted to know why they hadn't been informed much earlier."[1]

The David Livingstone School had been selected for several

reasons. Situated in the heart of the inner city, the school served a

population composed of various ethnic groups. A majority of the four-

hundred students lived in a government housing development adjacent

to the school grounds. The size of the school and the location satisfied

the requirements of the proposal for the open school. Over the years

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[1]Refer to minutes of the Winnipeg Teachers' Association
Executive meeting on May 29, 1974.

David Livingstone had operated in a fairly traditional manner with a principal acting as an authoritarian figure. In the fall of 1973, the principal had suffered a heart attack and was unable to return to his position. A teacher with seven years service on the staff became the teacher-in-charge throughout the school year. This meant that the open school concept could be implemented at David Livingstone School without threat of interference to an existing principal. The academic achievement of students was also a consideration in selecting the site of the open school. The Area I superintendent had visited David Livingstone and had determined that the reading ability of many students was at an unacceptable level. Through his investigation, he was convinced that students could not read as proficiently as their reports suggested. He believed that a new approach to education could lead to improvement of skills which were apparently lacking.[1]

## PLANS FOR THE FALL

The hiring of staff became the next concern. Before the actual interviewing began, a split occurred within the group of five Faculty Assistants. Personality conflicts and strong personal feelings stemming from disagreements on implementation procedures influenced two members of the group to leave the project. They were

[1]Information received through a personal interview with the Area I superintendent, February, 1975.

subsequently placed in other schools in the division.

A selection committee composed of the three remaining Faculty Assistants, trustees, representatives of the Winnipeg Teachers' Association and the Manitoba Teachers' Society, the principal, a representative from the Research and Planning Branch of the Department of Education, and the Area I superintendent considered twenty-five applications. Seven members of the David Livingstone staff applied and hoped to remain. Before interviewing, three of these seven teachers, including the acting principal chose to leave David Livingstone and were transferred to other schools. Of the four teachers who were interviewed, two were hired as staff members. One other teacher at David Livingstone joined the Faculty Associates' program. By the end of the school year, a staff of twelve full time teachers, eight Faculty Associates with half-time teaching duties, two native teacher aides, a resource teacher, and a physical education teacher were assigned to the school. In addition, a part time librarian and a part time music teacher were hired.

In June, time did not permit the staff to organize or to meet socially. The three Faculty Assistants and the principal were involved in organizing a three week planning session to be held during the summer months. At the same time the task of placing students in family groupings demanded their attention. The summer session, planned for three weeks duration, was reduced to two weeks and was

held from July 29 to August 16. The Winnipeg Teachers' Association approved the planning session with the stipulation that participants be paid $30.00 per day. This did not include the three Faculty Assistants or the Faculty Associates for the coming school year who were already subsidized by their respective projects. The School Board agreed to support this request.

A majority of the participants in the summer planning session felt that it was "a waste of time."[1] Although the intention of the organizers was to provide time for the staff to plan within the individual "family" and to develop suitable curricula, very little planning was accomplished. Various guest speakers and meetings for the purpose of selecting suitable family members consumed a considerable amount of time. Most of the teachers were annoyed at the results of the two week session and felt that little success had been achieved in preparing to meet the students in September or in getting to know other staff members.

Although the personal reasons are not pertinent to this study, two of the eight Faculty Associates who had participated in the planning session left David Livingstone before school commenced. One completely dropped out of the program and the other transferred to a nearby inner city school as a Faculty Associate. By the end of August,

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[1]A phrase used by several of the participants interviewed.

two new teachers were hired, one full time and one half-time. One of the remaining Faculty Associates took on a new role as Community Resources Coordinator. This position would involve the organization of a volunteer program and the development of community participation in the open school.

Plans were finalized for opening day in September. The following "family" arrangement had been devised:

Family A - This family would consist of approximately eighty nursery, kindergarten, grade one and two students. Four classrooms were available in the early childhood wing of the school, although the students would be situated in three of the rooms with the fourth used for various group activities. Two Faculty Associates would "float" within the family to assist the three regular classroom teachers.

Family B - This family would have approximately one hundred students and would operate on a multi-age, multi-grade concept. Each of four classrooms would consist of one teacher and students from grade one to six. No Faculty Associates were assigned to this family.

Family C - The organization pattern was similar to that of Family B. The only difference was that a Faculty Associate and the recently hired half-time teacher were to share one classroom.

Family D - In this family, students from grade three to grade six would be divided among four classrooms. Two members of the Faculty Associates would share one classroom, each teaching half-time.

Previously at David Livingstone, there had been a classroom for special education children. Students in the school had labelled this room the "rubber room". Plans were to totally integrate the special education children in an attempt to remove the stigma attached to the program.

The decision-making process had been determined in the early stages of development of the proposal for an open school. The principal would not be the over-all authority in making decisions but rather would be on equal terms with staff members. This implied a "one-vote" system for all, including the principal. All members of the staff were to participate in decision-making and there would be a collective responsibility for decisions made by the staff. Staff meetings would be held at least once a month with all teachers, aides, secretary and janitors, and community representation on a liaison committee expected to attend and participate. In addition, there would be emergency meetings and several committees would be established to deal with various aspects of development of the open school.

## THE "FIRST YEAR SYNDROME" BEGINS

On September 4, 1974, school opened and the "first year syndrome" at David Livingstone commenced. To describe the first week would be a story in itself. The words of two teachers adequately sum

up the general reaction to the opening of school:

"The kids were completely different from what I had expected."

"The first week was pure hell!"

In June, many students had been told by departing teachers that in the fall David Livingstone would be a "free school." To most students this implied that they could do as they wished. General chaos was widespread. Children were reluctant to follow a teacher's request and did not hesitate to run through the school at will. Teachers, hoping to operate in an "open" manner, were uncertain about disciplinary measures and whether or not other teachers were actually allowing students a great deal of freedom. Survival became a key issue throughout the first week.[1] The principal received phone calls from parents wondering what was happening in the school. Although a meeting had been held in June with forty-five parents present, the new concept was generally misunderstood. During the summer planing session, teachers had been able to visit some homes but the community had not been totally prepared for a major innovation. Some students were genuinely upset at having lost the previous year's teacher and at first were unwilling to accept the new staff. Those students who were placed in the room which had been previously labelled the "rubber room", felt that the label was now attached to

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[1]One teacher stated that his job in the first week of school had been "wiping blood off of faces and breaking up fights."

them and they reacted negatively. A few parents and children were unable to comprehend the fact that some teachers wished to be called by their first name.

Although most teachers had taught in inner city schools, they found that the habits and attitudes of students at David Livingstone were unlike those of students in other schools. Hostility and aggressive tendencies were common, often resulting in fights accompanied by considerable verbal abuse.

By the second week of school, the teachers knew that changes were required in order to provide a reasonable teaching atmosphere. With the multiple grades in each room and the nature of the children, it had been impossible to pursue any meaningful activity during the first week. Family A remained as intended but within the other three families the children were reorganized. Only two classrooms continued with students ranging from grade one to six. The others were restructured with no more than four grades existing in one classroom. The majority of the teachers preferred to work with either the three primary grades or the three intermediate grades. Once the process of "retrenching" had occurred, the task of setting up programs and the demands of daily teaching were faced. A host of problems arose over the next few months which led to the disenchantment and frustration on the part of the staff and principal.

Cooking with the children had been planned as part of the pro-

gram by some teachers. It was soon discovered that fire regulations would only permit cooking to occur in a small kitchen next to the gymnasium. Due to this inconvenience, some teachers attempted to cook in their own classrooms. This activity ended when the school received an unexpected visit from the fire inspector. The suspicion was that this information leak had come from one of the caretakers. An attempt had been made to explain the new concept to the two day-time caretakers, one who had been at David Livingstone for twenty-one years and the other for eight years. There had not been adequate time to prepare them by explaining fully the implications of the open school, nor were the caretakers ready and willing to accept a major change in the school. The relationship between the staff and the care-takers created some dissatisfaction for both parties but improved somewhat as the year progressed.

Early in the year it was discovered that substitute teachers would provide a source of conflict in the school. Without a specific daybook to follow, many substitutes were unable to cope with the pattern of activity in the classroom. A lack of understanding of the children and of the open school concept led to confusion. As an example, on occasion the staff would allow children to eat in the class-room, knowing that for some this was the only breakfast or lunch they would receive. To the substitute teacher this was an unacceptable habit. Much of the resource teacher's time was spent in explaining

the program to substitute teachers and in helping them to cope with classroom situations.

The conditions which demand an excess of the time and energy of the staff and the principal are associated with the adoption of any innovation. At David Livingstone these conditions were exaggerated. Noon hours were often taken up with family meetings. Long hours were spent after the school day in preparation and in various committee meetings. Spare time was not available during the day for teachers to prepare or plan activities. With the time and energy required for involvement in the many meetings and for preparation, coupled with the pressure of coping with the daily demands of the children, the effects of "teacher burnout" were well under way by October. Observers in the school noted that teachers were usually fatigued and often exhibited symptoms of stress.

Committees had been set up to examine problem areas in the school which required attention. These areas included the budget, time banking, professional development, and evaluation. A parent liaison committee had been established to promote communication between the community and the school. An agenda committee consisted of one representative from each family, a representative of the auxiliary staff, the principal, and the current chairman of staff meetings. At each staff meeting a new chairman was selected so that all staff could participate. The agenda committee functioned in making

minor decisions which did not require total staff participation and in establishing the agenda for regular staff meetings.

Budgeting became a major concern in implementing the open school concept. Originally the Faculty Assistants had requested additional financing. The School Board had insisted, however, that the school operate within the budget provided for schools of similar size. They felt that by doing so others could not speculate that an innovative project succeeds only because of additional funding. The Area I superintendent and the Faculty Assistants had conceded this point. It was now apparent that the school was seriously lacking supplies, materials and audio-visual equipment which were necessary to implement an individualized approach. At each staff meeting and at the monthly Faculty Advisory meetings the issue of money arose. Some funds which had been allocated to the school were not forthcoming and provided a source of debate for months. Two sums of money, $5600.00 for David Livingstone, and $2400.00 for the Faculty Associates' Program, were often referred to but seemed virtually inaccessible. The $5600.00 sum was sponsored by the school division while the $2400.00 sum was available through the University of Manitoba's involvement in the Faculty Associates' Program. An Inner City Project Advisory Committee, responsible for releasing the funds, encountered problems in arranging meetings. In addition, policy dictated that receipts were required before the funds could be turned over to the school.

The school, however, did not have access to these funds. The Faculty

of Education at the University of Manitoba had control over the

$2400.00 which remained from the previous Faculty Assistants pro-

gram. The coordinator of the Faculty Associates' program had access

to the money but adhered to rules and regulations in making it avail-

able. Suggestions that the funds should be relinquished to the staff for

greater accessibility were not favorably received.

A major setback occurred in early October. The Area I super-

intendent had been a dynamic proponent of the open school proposal

since its inception and had lent moral support to the principal and the

staff. He was now in the hospital suffering the effects of a severe

heart attack and would not return to his duties for the greater part of

the school year. The Deputy Assistant to the Area I superintendent

took over the administrative responsibility for the David Livingstone

project. His knowledge of the project was minimal as he had been

appointed Deputy Assistant only a few months prior to the opening of

school. He was eager to become involved, however, to learn more

about the program and to assist wherever he could.

The Faculty Associates' program became a source of conflict

and misunderstanding within the school. The sponsors of the program

had intended that the teachers involved would teach half-time in the

open school and would work towards university credit half-time. The

intention was that credit would be received for time spent in the school

and the community developing program and curricula which could

assist other teachers. In addition, the teachers would attend class-

room sessions. The coordinator of the Faculty Associates' program

from the University of Manitoba was new to the province. Upon

arriving at the University during the summer, he found that part of

his duties included coordinating a program which had already begun.

The Faculty Associates' had enrolled in two university courses. They

completed one but the other did not materialize as the coordinator was

to be the instructor. In reading the document for the Faculty

Associates' program, the coordinator interpreted his role as "res-

ponding to felt needs" of the participants. He believed that the teachers

should be responsible for directing their own learning experiences, if

indeed they were working in an open school which promoted that

philosophy.[1] On the other hand, the Faculty Associates were seeking

guidance and direction which was not forthcoming. Late in the fall

they realized that various interpretations of the program had surfaced.

Each Faculty Associate set his own objectives and worked towards

them throughout the year. Observers at a Faculty Advisory committee

meeting in October sensed the hostility some members of the staff had

towards the program, as substantial evidence of individual efforts had

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[1]Above quote and information received from an interview with
the coordinator of the Faculty Associates' Program on March 10, 1975.

not yet surfaced.

Two events were significant in relieving the increasing tension and frustration for some of the staff. Near the end of October, the Department of Education was in consultation with a staff member from the Ontario Institute for Studies in Education. One of his areas of expertise lay in the evaluation of alternative schools in Toronto. He was free to spend a day with the David Livingstone staff. Throughout the day, he spoke with each family of teachers and concluded his visit with a general session involving the entire staff. The children had been dismissed for the day. He pointed out that every innovative school goes through a process of "muddling through" and that the problems at David Livingstone were common to programs of this nature. He suggested that the importance of the family concept is to help each other and that a totally integrated team is not necessary. To the concern that people seemed to be moving away from the proposal he stated that "it is what's happening that really counts."[1] His comments provided some comfort to the principal and members of the staff in revealing that David Livingstone was following a normal pattern of development for innovative schools. For the first time they had been able to pause momentarily to reflect on what was really happening in their school.

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[1]Comments made by Malcolm Levin, staff member from O.I.S.E., addressing the David Livingstone staff, October, 1974.

The other significant event was the arrival of twelve student teachers from the Winnipeg Centre Project. This group consisted of persons living in the inner city who were enrolled in a teacher education program sponsored by Brandon University. Once their orientation to the school had ended, the student teachers assisted David Livingstone teachers in the classroom and were able to take on part of the teaching load. Although the extra help was appreciated, a few of the regular teachers were apprehensive about being absent or leaving the student teacher alone with students. Past experience with substitute teachers had shown that in some classroom little semblance to the regular program existed once the classroom teacher was absent.

As implementation of the open school progressed, further restructuring occurred. Within three of the families this entailed the diagnosis of the needs of various children and subsequent relocation within the family. In the early childhood section, however, Family A agreed to a major change. The two Faculty Associates, each teaching half-time, had been working with the three regular classroom teachers. The teachers recognized that crowding behavior in the classroom existed. With many aggressive children in one classroom, the daily routine was severely disrupted. This observation, combined with divergent approaches to early childhood education, led to reorganization within the family. The two Faculty Associates moved to the extra classroom available taking kindergarten, grade one, and grade

two children from the other three rooms. Throughout the year, they worked as a team often spending more than the required half-day in the school. Minimal consultation between the two Faculty Associates and the other three family members occurred.

Although the roles of the auxiliary personnel had not been explicitly predetermined, their definition evolved through necessity. This group became aware of excessive pressure on the principal. In addition to dealing with crisis situations and a variety of everyday school problems, he had the usual administrative paperwork to contend with. Meetings, visits from school officials, and parental concerns demanded his attention. The traditional expectations placed on the principal by the school division had to be met, while the open school proposal called for a principal as "educational leader". Little time was available for the principal to visit classrooms or to evaluate or assess program development. The auxiliary personnel responded to the extreme administrative burden and in effect became a fifth family within the school. They assisted the principal with administrative problems and helped teachers in dealing with crisis situations. The physical education teacher's role became that of a counselor with more time given to dealing with problem children than to physical education. The resource teacher continued with resource work in individual classrooms but in addition was giving considerable amounts of time to assist with administrative concerns. The community resources coordinator

was called upon to help with various problems as they arose, but had also managed to work towards some community involvement. A volunteer program had been developed and she had succeeded in bringing approximately one-hundred volunteers to David Livingstone. The majority of the volunteers were students from junior high and high schools in the vicinity, while a small number were local community people. Observers noted that the staffroom was seldom occupied by staff members alone. Any "outsiders" were usually volunteers as the staff had agreed that visitors would not be allowed for some time. Although there was considerable curiosity in the division concerning the open school, the staff felt that a deluge of visitors would require attention which the time shortage could not permit.

With the Christmas break approaching, the staff at David Livingstone were eager for a chance to rest. Teacher absenteeism was high throughout the fall. The principal commented that teachers were simply overworking and were burning themselves out. The November 30th deadline for staff resignations had arrived with no staff member resigning or asking for a transfer to another school.

## LEVELING OFF

In the early weeks of 1975, a marked change in the atmosphere at David Livingstone was noticeable. Teachers showed fewer signs of stress and seemed more relaxed and willing to talk to visitors. An

improvement in the children's social skills was evident. The staff

had placed a great deal of emphasis on the affective component of

learning and had stressed the desirability of releasing hostilities in a

non-physical manner. A positive result of this effort was the de-

creasing number of fights on the playground and in the school.

Within each family, most teachers were now more concerned

with the operation of the individual classroom than the functioning of

the family groupings. Although children were grouped to take advant-

age of various programs, the family concept served more as a source

of moral support and discussion between the teachers than for program

and curriculum development. Teachers attempted to individualize

instruction as much as possible, although the lack of materials and

supplies in the school hampered their efforts. Some teachers had

used their own finances to purchase supplies that were not readily

available.

In February, the formation of an evaluation committee for the

David Livingstone Open School and the Faculty Associates' program

was initiated. The teachers involved in developing the proposal for an

open school believed that evaluation after one year would be premature

but had agreed to include the request for an independent evaluation.

Throughout the year, some concern had been expressed as it was not

known who would evaluate, or what type of evaluation would occur. At

a Faculty Advisory meeting, one of the committee members responded

to the concern for evaluation and was nominated to chair an evaluation

committee. She proceeded to seek members for the committee from

the following organizations: University of Manitoba (Faculty of Educa-

tion), University of Brandon (Faculty of Education), Winnipeg School

Division (Administration), Department of Education (Planning and

Research), Manitoba Teachers' Society, Winnipeg Teachers' Associa-

tion, the Open School staff, the Faculty Associates' program, and the

community. In addition, the principal, the coordinator of the Faculty

Associates' program, and the Deputy Assistant Superintendent of

Area #1 were chosen as ex. officio members. Once the committee

was formed, a series of meetings were held to discuss possible ap-

proaches to evaluation. It was agreed that the evaluation should be

considered as a "preliminary report" and should "gather data which

would be of value to the school, the Board and the central administra-

tion when decisions were being made regarding the future of the David

Livingstone program or similar programs which might be implemented

in other schools in the future."[1]

The committee chose to interview all staff members and re-

presentatives from every group involved with the program and to ob-

serve the program through classroom visitations. Observation sheets,

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[1]Taken from the Report on the Evaluation of Programs at David
Livingstone -- The Open School -- the Faculty Associates' Program.
First Year 1974-75.

checklists, and interview formats were designed to assist with the

evaluation process. Over a two-and-a-half month period, committee

members visited the school frequently, gathered data, and eventually

compiled the information into a final report. The committee of eleven

members was somewhat unwieldy. However, the chairman possessed

strong organizational ability. Progress meetings were scheduled,

tasks were divided, and deadlines were set and adhered to. Twenty-

one recommendations were formulated and included in the report as

suggestions for future action by the school staff and the Winnipeg

School Board. The report was presented to the Faculty Advisory

Committee and the executive of the Winnipeg Teachers' Association in

May. With their approval the evaluation report was then presented to

the Winnipeg School Board for consideration. At the time of this

writing, decisions regarding the Open School program had not been

released by the School Board.

In summing up the findings of the evaluation report, the committee

discovered many positive factors which had resulted from the imple-

mentation of the open school concept. They found that many obstacles

had interfered with the program, a major one being lack of communi-

cation at all levels. In overcoming these obstacles, however, the staff

and principal had created a climate in the school which promoted the

acceptance of individuals, as evidenced by the integration of special

education children into regular classrooms. The committee found that

some children required a greater challenge in the classroom and suggested that more options were essential to the program. The Faculty Associates' program had been somewhat of a hindrance to the operation of the school throughout the year. Various interpretations of the program, half-time teaching, and a conviction by many people that the University had been negligent in providing adequate support combined to provide the feeling that the program had been of little value. Some successes from the Faculty Associates' program were recognized, however, and the participants felt that they had learned and grown from the experience. The evaluation report was generally well-accepted by the staff at David Livingstone and the committee was satisfied that the facts had been accurately presented.

Two days before the release of the evaluation report the Deputy Assistant superintendent died from the effects of a heart attack. He had followed the development of the open school throughout the year and had been keenly interested in the results of the evaluation committee. The Area I superintendent had returned to his position previously and was able to attend the evaluation committee presentation to the school board.

With the arrival of spring, new signs of encouragement appeared. The attendance figures over the first seven months of school had been compared with those of the previous year. It was noted that a 54% drop in low attenders had occurred. Over the same time span in 1973-74,

ninety-six students had been absent one month or more. Since the

implementation of the open school, forty-four students had been ab-

sent one month or more. Although it could not be determined if this

improvement was directly attributable to the open school philosophy,

it provided some satisfaction to the principal and the staff.

The principal received calls from parents outside of the com-

munity requesting information about the program. One student who

lived in the River Heights area of Winnipeg had attended David Living-

stone all year and had developed a close friendship with another student

from the inner city. Teachers had remarked on the positive aspects of

the relationship as the students enjoyed visiting each other's home and

learning about different aspects of community life in Winnipeg.

New programs were developing at David Livingstone. An en-

richment program was established with personnel hired through the

Parks and Recreation Department. Students took part in a variety of

activities including arts and crafts and field trips. An elaborate wood-

work program had been set up in one of the empty classrooms.

Instructors from Red River Community College were hired and had

moved in equipment which included a variety of power saws. The

extreme emphasis on safety precautions was noticeable. A large area

around each saw had been taped off on the floor to indicate boundaries

for safety purposes. On the day the program was to begin the fire

inspector mysteriously arrived and directly approached the woodwork

room. He insisted that fire regulations could not permit operation of the program and would not allow it to commence. He was invited to return the following day for a meeting with the Area I superintendent and the head of the maintenance department in the school division. The next day the fire inspector did not appear and the program was able to proceed. Information on how he knew of the project and, specifically, in which room it was arranged, was not available. Once again the caretakers were suspect.[1]

The decor in the school was vastly improved with the arrival of the school division painters. Most classrooms and hallways were brightly painted, adding an appreciated touch of "color" to the school. Children commented that they "really liked" the new colors. An artist, a friend of the principal, agreed to paint a mural on a wall near the entrance of the school. Children were often observed helping the artist or just watching and asking questions.

Monies which had been discussed at length throughout the year arrived in the middle of May. An Inner City Project Advisory Committee, composed of school board members and administrators had released the funds for David Livingstone. The two amounts, $5600.00 for the school and $2400.00 designated for the Faculty Associates'

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[1]Information gathered through informal interviews with the principal and several staff members. The general feeling was that one of the caretakers must have called the fire inspector.

program had been unavailable all year due to several technicalities.
The funds were now in the hands of the staff and the principal and ex-
penditure of the money became an item for discussion at staff meetings.

In May, the staff and the principal travelled to Minneapolis for
three days to visit the open school in the Southeast Alternatives Project.
The principal of the open school in Minneapolis had visited David
Livingstone in February and had invited the staff to visit his school on
a working basis. They could spend time in the classroom with teachers
to determine how the program operated rather than have the usual
"whirlwind" tour. Although the staff at David Livingstone had met
together socially on occasion, this was the first time they were able
to leave the school and the city as a group. The opportunity to visit
another open school was appreciated and some staff members re-
turned with a renewed enthusiasm. One staff member remarked that
"the following Monday morning was like starting all over again."

## LOOKING AHEAD TO THE SECOND YEAR

The deadline for requests for transfer and for resignations from
the Winnipeg School Division is May 30th. Although the principal had
previously requested a decision from the staff regarding their intentions,
some of the staff were uncertain at that time. After the deadline passed,
it was determined that nine teachers would be leaving. With the Faculty
Associates' program ending, five of the group chose to transfer to other

schools. Three regular classroom teachers decided to teach else-where, and the resource teacher left for personal reasons. Through-out June, daily meetings were held to interview prospective staff members and to arrange the "families" for the fall. Six positions on staff were vacant as the Faculty Associates and one of the teachers leaving had taught only half-time. One of the remaining teachers would replace the resource teacher.

The staff accepted the fact that the "family" arrangement had not worked satisfactorily and planned for changes which could be more beneficial to students and teachers. The sixteen teachers would be divided into six families. In four of these families, three teachers would operate as a unit with students from grade one to grade six. Only two grades would be placed in one room, known either as primary (grade 1 and 2), junior (grade 3 and 4), or intermediate (grade 5 and 6). The nursery and kindergarten children would constitute one family with two teachers. The sixth family would consist of grade one to grade six students with only two teachers working together. It was hoped that this arrangement would reduce the problems encountered over the past year but still provide the benefits inherent in a family setting.

With the end of the school year in sight, the days at David Livingstone were hectic. The traditional year-end tasks of preparing class lists for the fall, filling in forms, reporting, and classroom clean-up were prevalent. Staff members returning in the fall were

also required to interview new applicants. All but one teaching position had been filled and interviews were still conducted at noon hour meetings three days from closing date. In the Winnipeg School Division, the principals are required to submit a year-end annual report. At David Livingstone, the principal was convinced that an additional report would be "superfluous" to the evaluation report and other information already supplied to the division. The school was bound by the traditional constraints, however, and a report would have to be submitted. Throughout the final week, teachers eagerly anticipated the last day when students would be dismissed early and the long awaited holiday would arrive. On June 27, 1975, the "first year syndrome" at David Livingstone School was over.

Chapter 5

ANALYSIS, DISCUSSION, AND GENERALIZATIONS

An examination of the David Livingstone Open School reveals several outcomes similar to those encountered by other innovative schools in their first year.  A significant difference is that David Livingstone survived and was able to prepare for a second year, while other programs collapsed.  The following provides an interpretation of events at David Livingstone with reference to the developmental framework designed by Levin and Simon (1974), the Kensington Model documented by Smith and Keith (1971), and the author's own viewpoint.

A CORE GROUP FORMS

In most cases, attempts at innovation are initiated by individuals or groups who are seeking change in established practices.  Often a degree of dissatisfaction with certain aspects of the education system is prevalent.  In this study, a core group of teachers was established which developed the original idea for a model school.  They had been involved previously as Faculty Assistants in an innovative program jointly sponsored by the Winnipeg School Division and the University

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of Manitoba. These teachers expressed some dissatisfaction with the organizational structure in schools whereby the principal controlled most of the decision making. They believed that by staffing a school with like-minded teachers who supported an open education philosophy, a more humane, creative climate could be created. At this early stage in organizing for an open school, the core group provided "a supportive psychological cushion against feelings of isolation, frustration, and powerlessness." (Levin and Simon, 1974:48). In this initial phase of getting together, the group solidified so that further action could be taken. This is a key issue in the development of an organization. If the core group can not agree on successive steps to be taken, the attempt at innovation may collapse at this stage. It has been noted that this group of five teachers who proposed the "open school" concept had broken away from the original group of eleven Faculty Assistants.

## SUPPORT RECEIVED

The second phase of development became the most critical. In obtaining support for the open school proposed, the core group was fortunate in receiving advice and direction from the Area I superintendent in the Winnipeg School Division. Knowledge of politics in the division and means for securing financial assistance were mandatory. The importance of political awareness at this stage can not be over

emphasized. Once a plan for innovation becomes public knowledge, the political strategy will determine the outcome more than any other factor. A problem which teachers may encounter in conceptualizing their ideas on paper is anticipating the reaction of the intended audience. In this study, the proposal for an "open school" had to be justifiable to a school board, to a teachers' association, and to possible recruits within the division. The superintendent was acutely aware of school board tendencies and was able to assist in writing the proposal. Without support at the superintendent's level, most plans for innovation initiated by teachers will suffer and possibly die.

## PLANNING STRATEGIES

The third phase in the development of an innovative setting consists of planning and assembling resources. The fourth phase is concerned with getting started. During these phases, a choice must be made of strategies to implement the innovation. The David Livingstone case was similar to the Kensington Model (Smith and Keith, 1971) in that the "alternative of grandeur" approach to innovation was chosen by the initiators of both programs. During the planning sessions in phase three, a gradualist approach was discussed at David Livingstone. The teachers dedicated to the open school proposal stressed the desirability of multiple changes, and believed that many changes would never occur if they were not implemented at once. Time constraints

were also instrumental in forcing an "everything-at-once" change in that the school would open with little time spent on planning and organizing by the entire staff. Organizational details were handled largely by the core group and the newly selected principal. Smith and Keith (1971) point out in their theoretical analysis that "the concepts of unanticipated consequences, unintended outcomes, and the magnitude of resources are vital to anyone contemplating change. A more pervasive change is accompanied by more unanticipated events." The David Livingstone experiment is a striking example. At this time in the development of the open school a gradualist approach would have been desirable for several reasons. The staff was largely unknown to one another and this was itself "an educational innovation of significant magnitude." (Smith and Keith, 1971). In addition, three of the staff members had been high school teachers, four were first year teachers, and others were now teaching age levels new to them. The parents in the community and the students had not been adequately informed which generated some hostility and chaos when the school opened. This writer agrees with Smith and Keith's (1971) hypothesis that:

> a gradualist strategy which implies an alteration of a few components involves (1) lower levels of uncertainty and fewer unintended outcomes, (2) decreased time pressure, (3) an increased interval for major change, (4) limited decisions related to the changes, and (5) decreased demand on resources will have as a concomitant the increased likelihood of success in initial goals. In turn, this increases the opportunity to create a position of strength. For both the organization and the individual incumbents, this reinforces activities, increases esteem, and leads to further change.

As the David Livingstone school opened it was essential to "create a position of strength" in the community, in the school division, and in the school itself. The "alternative of grandeur" approach to innovation significantly reduced the opportunity to maintain a strong position. Parents and students who were accustomed to a formal, traditional type of education were uncertain about so many changes at once. Some school board members were reluctant to give additional funding and support to the open school. These conditions and others suggest that initiators of change should move gradually and develop a process for dealing with anticipated reactions from other groups.

## A SHIFT IN STRATEGY

In the following phases of development, a shift was made to a more gradual approach which continued throughout the year. The problems described in the fourth chapter have outlined the necessity for a change in the approach to implementation. The change was facilitated by the ability of the participants to recognize a need for change and to discuss this need with colleagues. A major barrier to overcoming problems in any setting is a strong belief that all decisions are final. At David Livingstone this belief could not exist. As gradual changes occurred, the program developed over time according to the dialectical view proposed by Levin and Simon (1974) that "a program is defined and redefined in the making, not on paper in ad-

vance of implementation." Fundamental to the development of an innovative setting is the need for reflection and the "ability to develop a common perspective on what is going on in the setting, and on what, if anything, needs to be changed." The shift to a gradual approach occurred out of the need for reflection on what was happening and in time to provide new motivation to the staff.

## A "LINGUISTIC COMMUNITY" DEVELOPS

Authors cited in the first two chapters have documented the phenomenon whereby members within a group with similar philosophical inclinations will differ substantially when theory is put into practice. At David Livingstone, this phenomenon was evident. The teachers had read and seemingly understood the objectives and other details outlined in the proposal for the open school and for the Faculty Associates' program. They spoke the same language when discussing open education and its implications for the classroom setting. In practical application, however, differences in approach to open education surfaced which interfered with the functioning of the family concept in some cases. The Faculty Associates' program provided a source of misinterpretation and misunderstanding which lasted most of the year. The severe lack of time and the drain on the energy level of staff members prohibited opportunities for meaningful dialog regarding these differences. Implementation procedures were seldom discussed until the

setting had stabilized considerably. Novak (1974) refers to a "linguistic community" as "a group of people who come to share a common lexicon and associated semantics that they use to define and talk about their experiences and concerns." Although a "linguistic community" was formed in the initial stages of the open school development, its continual development faded as pressures mounted and individual approaches surfaced. It would seem inevitable that in the development of any organization a "linguistic community" would form in the initial stages. Whether or not it continues depends on the individuals involved and their commitment to the organization. In this study, varying degrees of commitment had an influence on the open school concept. This observer noted that some participants who were initially less dedicated than others became strong supporters of an open philosophy. Others who originally spoke the language of "open education" and were involved in forming the linguistic community appeared to be less enthusiastic.

## OPPOSITION INHERENT

Attempts at innovation are accompanied by a prevailing degree of opposition. The David Livingstone experiment was no exception. In the early stages of the development of a proposal for a model school, the teachers involved were faced with many questions of concern to other educators in the school division. At a preliminary meeting in December,

1973, with members of the Special New Projects Committee of the Winnipeg Teachers' Association, the key issue became "Is a Model School a good thing for the inner city?" Some members of the committee believed that the Faculty Assistants would have a greater impact in the division by returning to their individual schools rather than developing a model school. It was also suggested that a better plan might be for the Faculty Assistants to design a model but exclude themselves from such a model.[1] Opposition from the community and students in the open school has already been mentioned. Considering the magnitude of the innovation, the opposition encountered at David Livingstone was relatively minute. Any opposition was overcome by the degree of commitment to the program and a willingness to discuss all aspects of the open school. It was noted that throughout the year the principal and the staff members did not attempt to commend their program excessively but were willing to discuss weaknesses as well as strengths. Initiators of change should note that when opposition prevails, it is often through a lack of information and a misunderstanding of the proposed change. In this case, some parents who were skeptical and vocally opposed to the open school had changed their opinion by the end of the first year. Dissenting views were expressed more often by parents and other community people who would not

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[1]Taken from minutes of the Special New Projects Committee meeting of December 3, 1973.

attend school-parent meetings or visit classrooms.

## CONDITIONS FOR DECISION MAKING

The decision-making model implemented at David Livingstone can function well if two conditions are present. First, the staff must be willing to become involved in making decisions which affect the school and accept responsibility for the outcome of those decisions. Second, the principal must relinquish the desire to be an authority figure with the power to rule staff decisions. These conditions were prevalent at David Livingstone, although some participants were less involved than others in making and implementing decisions. The principal did not maintain an authoritarian stance in the school except on certain disciplinary measures. His attitude towards the principal's role was appreciated, although on occasion some staff members wanted more direction and guidance. Although minor frustrations occurred and delays in action were often prevalent, most of the staff were satisfied with the outcome of the decision making procedure. This writer observed that teachers are more willing to participate in decision making when they know it is expected and when they are comfortable in knowing that their involvement may influence school policy. Some teachers indicated that in other schools where they had taught previously, staff decisions were often a reflection of the principal's viewpoint.

## SIGNIFICANT GENERALIZATIONS

In analyzing the David Livingstone Open School program, significant generalized data can be extracted. The following points were crucial and are pertinent for the establishment of any innovative setting. Others are mentioned in the following chapter.

1. Attempts at innovation in education can have success if designed and implemented by teachers. Their dedication to a project must be recognized and supported at the administration level.

2. Although goals and objectives must be articulated on paper, there is a danger in rigid adherence to pre-determined plans. Levin and Simon (1973) contend that "probably the most useful function of a paper plan is the psychological cushion against anxiety that it affords those embarking on a new venture." At David Livingstone, conflict occurred when some participants believed in following the proposal for an open school explicitly while others recognized a need to deviate from pre-arranged goals. Flexibility and the willingness to make adjustments are essential in any dynamic, on-going program and in this study were conditional for the survival of the program.

3. Failure to adequately communicate proposed change to the community seems to be inherent in many innovative projects. The reasons for change and the implications therein often lead the change agents to assume that most other people will welcome the change. In

the initial phase of program development, answers to the question "For whom is the change intended?" should be formulated and provide direction for the implementation of the program. At David Livingstone, community participation was originally an objective of the "open school" proposal, but became less important when teachers were faced with the day to day teaching requirements and other problems previously mentioned. In innovative programs of this magnitude community awareness should remain as a top priority.

4.   Authors cited in chapter two have referred to the advantages which accompany innovative projects when the participants are well known to each other. Some schools where a planned change is attempted spend many days in summer planning sessions with the express purpose of having the staff become well acquainted. The improvement in communication, the understanding of others through daily interaction, and the exchange of ideas can facilitate a smoother implementation of program.

5.   The strength of any program lies in the strength of the participants. In this study, although symptoms of "teacher burnout" were apparent, the staff and principal were able to cope with daily pressures and setbacks and respond to situations as they arose. One teacher's comment to this observer, "I may break down physically but never mentally. I'm going to make it work", is indicative of the commitment and dedication required for the success of this and any other

innovative attempt.  In the final analysis,  this may be the key deter-
minant for the survival of most programs.

Chapter 6

## SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

### PURPOSE OF THE STUDY RESTATED

The major purpose of this study was to describe and analyze the development and implementation of an "open school" in the inner city area of Winnipeg. The study was focused only on the first year of the school's operation.

### RESEARCH PROCEDURE

Data for the case study was collected mainly through participant observation. Personal interviews were conducted with various staff members, the principal, and the superintendent largely on an informal basis. Other pertinent information was gathered through an examination of documents, records, and minutes of meetings.

### SUMMARY OF SIGNIFICANT FINDINGS

The David Livingstone experience provides a plethora of information relevant to the development of innovative schools. The following findings would appear to be the most significant.

1.   The proposal for an open school was initiated by a group of

teachers. Although their dedication and idealism was instrumental in getting the "open school" proposal off the ground, support at the superintendent's level was imperative for the continuance of the project.

2. The strategy of innovation chosen was an "alternative of grandeur" approach with multiple changes occurring simultaneously. When several problems arose at the beginning of the school year, the staff moved to a more gradual approach in implementing the "open school" concept.

3. Demands on the time and energy of the staff and principal were abundant. Symptoms of "teacher burnout" appeared early in the school year. These symptoms disappeared as a more gradual approach was taken.

4. Opposition to innovation accompanies most areas of change which disrupts the status quo. At David Livingstone the opposition was counteracted by a strong commitment to "make the open school work." In this study, opposition may have generated as much from the manner and haste with which the innovation was introduced as from divergent viewpoints.

5. The decision making model employed at David Livingstone which allows for teacher participation provides greater job satisfaction. An atmosphere which stresses teacher involvement, peer support and allows for experimentation without fear of censure from colleagues

is conducive to an innovative environment.

6.  The selection of staff is a vital component of the developmental process.  Theoretical questions are often asked of prospective staff members rather than attempts to determine how an applicant might implement concepts.  Although people may seem to agree philosophically, dichotomous approaches to implementation may result in conflict.  This was evident at David Livingstone where two innovative programs, the Faculty Associates' Program and the Open School, were attempted in the same building.

## CONCLUSIONS

The success of the David Livingstone story lies not only in the fact that the school survived the "first year syndrome" and was able to continue into a second year of development.  The personal growth and learning experienced by the participants in the "open school" could have favorable implications for the education of inner city children. Whenever teachers become aware of the power of politics in education, of the strategies necessary to implement an innovation, and of the innumerable exigencies in the day to day life of an innovative school, the rewards are many.  This writer concludes that what happens to teachers and how they grow and the resultant impact on children is of the utmost importance and consequence  in the development of an innovative school. The real success at David Livingstone will be determined by the staff,

parents, students, and perhaps by future researchers.

## RECOMMENDATIONS FOR FUTURE INNOVATORS

The following suggestions are intended as advice for teachers who may attempt to develop alternative types of schools. It is this writer's conviction that change will be most effective when it is teacher initiated. This does not imply, however, that administrators need not be cognizant of conditions which are conducive to the implementation of change. It is hoped that all superintendents, principals, and teachers involved in the creation of an innovative setting may profit from the David Livingstone experience.

1. An attempt to establish an alternative school or a major innovation within a school division must have support from the senior administration. Two examples confirm this fact:

(a) The implementation of the David Livingstone experiment where administrative support was evident, and

(b) a strikingly similar proposal for an alternative school in a nearby school division which did not succeed when administrative support was lacking.

2. The political structure and the implications of that structure within a school division must be examined. Is considerable control exerted by particular individuals or by identifiable pressure groups?

3. Opposition to innovation must be anticipated with an effort to

detect possible areas of conflict. Mechanisms should be devised to offset the effect of opposition to innovation whether it be from other educators, school board members, or parents. The question of when opposition from parents should enforce the discontinuance of an innovation must be answered by those involved.

4. Although each situation will determine which strategy of innovation should be chosen, an examination of the David Livingstone experiment and the Kensington program (Smith and Keith, 1971) would advocate a gradualist approach.

5. Effective communication between the staff and other parties involved in an alternative school must be a major concern in the initial stages of development. The most important groups requiring clear understanding of the program include the caretakers, the support services personnel, and the community. This is particularly true if a major change is attempted as it was at David Livingstone. Channels of communication must also be open within the school staff.

6. The "mind set" of the participants in an alternative school should be sufficiently flexible and open so that an idealism does not negate attempts to meet the needs of individual students. At some point in time, alternatives within alternative schools may be necessarily provided without abandoning a common ideology.

7. The roles of all personnel should be clearly defined previous to the implementation of innovation. The initial definition of roles may

change as the program evolves.

8.    Alternative schools which provide for greater teacher aut-
onomy and teacher involvement must be considered as unique environ-
ments. School Boards and administrators should recognize the import-
ance of this fact.  As an example, schools which offer an alternative
to the traditional mode of education are usually characterized by an
atmosphere of informality.  (Refer to Fritz, 1975)

9.    More time is required for planning and preparation in a
school where teachers are heavily involved in the operation of the
school.  The implementation of a family concept, participation in
decision making, staff selection, evaluation, and committee meetings,
and the daily instructional activities will place great demands on the
time and energy of staff members.  Methods of releasing teachers for
planning time should be devised as part of the total program.

10.    In an alternative school, teacher participation in staff
selection is essential.  Although the human relations aspect is often
overlooked in the development of educational settings, it must be
taken into account.  Personality conflicts and philosophical differences
are inherent in any program where staff members are assigned from
the superintendent's office.

11.    The selection of a principal for an alternative school is a
critical factor.  This person must possess the security to abandon the
traditional principal's role and allow for teacher autonomy.

12.   Evaluation should be an integral part of an alternative school program.   An external evaluation can  provide information to a school board, while internal evaluation can assist in providing feedback necessary for the growth and development of the program.   The pitfall of comparing an alternative school with a traditional school or of using traditional evaluation procedures must be avoided at all costs.   A descriptive approach to evaluation which tells how and why a program differs can have greater value.   (Refer to Charters and Jones, 1973).

13.   The juxtaposition of two innovative programs  is unlikely to succeed.   The joining of the Faculty Associates' program with the Open School program created a situation which proved to be somewhat detrimental to the functioning of both.

14.   Although the characteristics of openness could enhance the functioning of any school, they are mandatory in an alternative program.   Schools which profess to be open, be they open education, open area, alternative, or traditional, will be so only if they are staffed with "open" people.

## IMPLICATIONS FOR FURTHER RESEARCH

This case study brings to mind other areas of research which may be of interest to students concerned with innovative practices.

1.   A study of the David Livingstone Open School through the second and third year of development.

2. A study of the characteristics of teachers who profess to believe in open education. This study could be designed to facilitate the selection process for staffing schools concerned with open education.

3. A study in the inner city area of Winnipeg to determine which type of education if any is preferably suited to the needs of inner city children. This study should include teachers, administrators, students, parents and other community people.

4. A study to determine factors specific to education in Manitoba which have influenced innovation in the province.

Chapter 7

A PERSONAL COMMENTARY

It is difficult in writing a case study to absolve oneself from

subjective judgement. The writer openly acknowledges a personal

bias towards the open school concept and trusts that it has not inter-

fered with the presentation of this study. It is also acknowledged that

other organizational theorists may have interpreted the events in

different ways. It is this writer's conviction that the concept of

"muddling through" proposed by Levin and Simon (1974) was by

necessity characteristic of the development of David Livingstone.

With so many unknowns, excessive pre-planning and organization may

have alleviated problems with organizational details but may also have

been essentially futile.

The principal and the staff of David Livingstone School survived

the "first year syndrome" against incredible odds. Most innovations

are established over months of deliberation by a school division, yet

the open school proposal was accepted by the Winnipeg School Board

in May and implemented in September of the same year. This fact,

combined with multiple problems, would have caused the breakdown

of most programs.[1] All of the participants at David Livingstone should be credited for their tenacity in working towards seemingly intangible goals.

The true results of innovation cannot be determined accurately for several years. Therefore it would be premature to speculate whether or not open education was implemented adequately in the first year of the open school. In this writer's opinion, a commendable effort was made to create a humanistic environment where children are accepted as individuals and emphasis is placed on affective learning as well as cognitive.

At a time when pressure is upon the education system to emphasize the traditional subjects with more standardization and greater discipline, few proponents of a humanistic approach to education are speaking out. The newspapers carry numerous articles and editorials criticizing the education system and clamouring for a return to the basics, yet we seldom read of support for progressive education. The David Livingstone project speaks for a philosophy of education which must not submerge and which should be provided as a real alternative in any school system. Observations of the program indicate that an open education philosophy is a viable mode of education for inner city schools. A setting which encourages children to think, to choose, and

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[1]As an example, refer to Roland S. Barth's Open Education and the American School, 1972.

to take responsibility for their decisions can have far-reaching con-
sequences. Over the years, the David Livingstone experiment should
prove to be most beneficent to the lives of children.

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APPENDICES

APPENDIX A

PROPOSAL FOR A MODEL SCHOOL

(presented by the Faculty Assistants of the Inner City Project)

Since the inception of the Inner City Project the Faculty Assistants have been developing into a working team. In order to maintain and expand this concentrated group effort and to insure greater impact in the Division the Faculty Assistants propose the development of a model school.

RATIONALE:

1. A model school would serve as an agency for staff development in which teachers, administrators, student teachers, and Faculty Assistants could be involved over extended periods of time.

2. A model school would provide an opportunity for greater autonomy of school personnel.

3. A model school would create a greater opportunity for continuation of innovations now being developed by the Faculty Assistants.

4. A model school will allow the local and professional community to assist in development of their school's directions.

5. The model school will provide an opportunity for greater community involvement for the benefit of both children and adults and which may include the use of the school beyond regular school hours.

6. The school should be located in an inner city area where there is a need for revitalization.

A. Facilities:

       (1) art room
       (2) multi-purpose room

      (3)   empty room (3)
      (4)   conference room
      (5)   library
      (6)   gymnasium
      (7)   parent lounge

B.   The Size of the school should be appropriate to facilitate the personnel listed below.

C.   Locale:

      (1)   diverse ethnic population
      (2)   proximity to community agencies
      (3)   an area with a variety of community facilities.

D.   Personnel:

    (a)  Full time

        (1)   Principal - an educational leader
        (2)   Vice principal - facilitator of community and school programs
            - liaison between school and recreation and parks board
            - to look after permits
            - works from 1:30 p.m. to 9:30 p.m.
        (3)   classroom teachers
        (4)   physical education teacher also to handle counselling
        (5)   librarian
        (6)   resource teacher
        (7)   art teacher
        (8)   secretary - B clerk
        (9)   two ethnic teachers' aides
      (10)   music teacher
      (11)   doctor and/or nurse
      (12)   custodians (daytime, night).

    (b)  Part time

        (1)   drama teacher
        (2)   second language teacher

    (c)  Provincially sponsored community development workers.

Special Funding Areas:

1.  Consultant time to provide for services of people into areas of curriculum, evaluation and administration.

2.  Release time for visitations to different open-education areas in North America. Also released time should be provided for the Winnipeg School Division #1 staff members to visit the model school.

The money could be allocated from the professional development set up by the Winnipeg School Division #1.

# APPENDIX B

## PROPOSAL FOR AN OPEN SCHOOL

Since the inception of the Inner City Project, several Faculty Assis-
ants have developed into a working team. In order to maintain and ex-
pand this concentrated group effort, and to insure greater impact in
the Division, these Faculty Assistants propose the development of an
Open School, and that they be placed in that school.

The Open School would be open to:

1. the children of the surrounding inner city area
2. this team of Faculty Assistants
3. all teachers of the Division to apply
4. principals to apply
5. the community to participate and be involved in the develop-
   ment of their school's direction.

## Purposes:

The purposes of the Open School would be to:

1. provide an opportunity to illustrate the relationship between
   professional development of teachers and different learning
   situations of the children

2. provide an opportunity for those Faculty Assistants who have
   developed into a cohesive working team to continue their
   efforts, and to work together with other teachers who have
   a similar philosophy of education

3. demonstrate the value of allowing teachers to apply to the
   school in which they wish to teach

4. ensure the right of teachers to participate in the decision-
   making regarding objectives of the school and the methods
   by which these would be implemented.

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5. examine the question of evaluation, that is as it relates to the children; the school programs; the teacher and principal effectiveness.

6. provide an opportunity for teachers to experiment with the concepts of open education and to determine what is most appropriate for his or her own situation.

I. Children

A. Objectives: Our objectives are:

1. to teach and reinforce the learning of basic skills through a variety of learning activities including creative play such as is implicit in role playing and simulation

2. to integrate learning activities. Such interest activities would include the arts, practical arts such as cooking, carpentry, etc., environmental studies through outdoor education, etc. All these experiences would reinforce skill learning.

3. to attempt to plan individualized programs based upon the needs and interests of children.

B. Structure:

Our notion is that we will organize the children into groups or families of perhaps one hundred children to three or four teachers. The groups of children will be multi-graded from nursery to grade six and multi-aged from four to twelve.

The learning will be individualized. Sometimes one teacher will work with a group of children at a particular learning level. This group may be multi-aged and multi-graded. Sometimes the children may act in a tutorial role. Thus they would help other children to learn while simultaneously reinforcing their own learning.

For certain kinds of learning activities the children will all participate as a multi-aged group. This may occur in situations such as outdoor education programs, field trips and sports activities. The older children will assume some of the supervisory functions of the teacher. They will become the big brothers and big sisters for the little ones.

One advantage in this kind of grouping is that year by year the same children will be members of that group. The top aged group will move out and be replaced by a new group, but the changing number of children will be small.

Another advantage is that there will be a long term personal identification among and between the teachers and children. The rare instances where a child, because of personality conflicts with teachers or other children, cannot survive in his group, transfer to another group is easily achieved.

II. Teachers:

A. Objectives: Our objectives for the teachers include:

1. to allow those of similar philosophy to work together in order to ascertain the effectiveness of such a unit, especially in relation to the continuation of this idea over an extended period of time.

2. to establish an on-going program of professional development based on the needs of the teachers within the school. This could mean that any resource person would work in the school on a problem identified by those concerned.

3. to allow the teachers the right to take part in decision-making processes in relation to objectives of the school, their implementation, programming and budgeting. Implicit in this is that the persons making the decision will be held responsible for the consequences of that decision.

4. to examine the questions of evaluation, that is, as it relates to the children, the school programs, and the teachers' and principal's effectiveness

5. to provide an opportunity for teachers to experiment with the concepts of open education and to determine what is most appropriate for his or her own situation. In order for any innovations to be successful, it is crucial that these innovations be initiated at the teacher level.

Most decisions will be made at a group or team level since in effect there are really four groups who are functioning independently. This simplifies the decision-making process since most decisions will be made in the group by the people who are making the group function.

Each team of three or four teachers would be responsible for developing its own curriculum. There will have to be a sharing between teams. There will have to be an intra-school exchange of cultural and learning activities. Teachers will have to occasionally move between teams for transference of specialized teaching skill - one teacher may be essential to lead the development of a project in another team because of something he or she has done successfully in their own team.

III. Principal:

The role of the principal:

1. We view the principal as an educational leader who creates a climate within the school that allows and encourages teachers the freedom of experimentation, and the freedom to make decisions pertaining to their group of children.

2. The principal, staff and community representatives could create school policies, and both would be free to make decisions within those policies.

3. The principal could be responsible for implementing a staff development program that has been identified as necessary by the teachers.

4. The principal could act as a liaison with the community development worker.

5. The principal could have a direct teaching role by:

   (a) occasionally relieving teachers when time is needed
   (b) teaching a subject in which he or she is specialized
   (c) working informally with children in an area or classroom.

IV. Community

A. Objectives: Our objectives regarding community participation are:

1. to involve the community in the school and to involve the school in the community to a greater degree than presently exists.

2.    to provide community or adult education programs which are cited as needs by the parents.

3.    to allow the community to assist in developing their school's direction.

B.  Implementation Possibilities

Contact between the home and school can be expanded. Some parents could be attached to a particular group in a volunteer role. The group could include their own children.

Also, skilled craftsmen from the community could be involved in working with the children, either within the school or their places of business.

It is anticipated that each teacher would attempt to know the parents of the children of the unit in which he or she is working. This may include evening visits.

Parents could request programs for their own cultural and educational interests. These requests could be made through the community development worker who would poll local organizations and families in order to determine community needs.

His or her job should be to develop relations between the school and community.

The community development worker should be familiar with the community. He could deal with children's problems in relation to the school and to the home. He could help deal with parents' problems with respect to government, welfare and courts. He could also help the school in terms of recognizing what sort of after hour recreational and social activities it could and should provide for the community.

All staff meetings could be open to members of the community. If the community expresses the desire to become involved in school organization and managerial tasks, then arrangements could be made at that time.

V. Budget:

   A. Local Budgeting:

      1. In order that we may fund special services within the school, it will be necessary to have local budgeting.

   B. Special Funding:

      1. A three week planning period will be necessary in order to have the whole staff together to plan detailed curriculum, methodology and teaching strategies so the classes can begin in an effective manner in September '74. The cost to the Division for the Faculty Assistants is already covered but teachers coming in will need to be paid for these three weeks.

      2. Procedures for evaluation should be established during the summer planning session. This might possibly mean that additional funds will be required to pay consultants.

      3. A full time community development worker should be part of the school in order to work with staff and parents.

VI. Implementation:

   A. School:

      1. The school should be an elementary school (N-6) located in an inner city area and should have a population of approximately 350-400 students.

      2. The school should have regular facilities such as a library and a gym, and should also have three empty classrooms which may be developed into a multipurpose room, a parent centre room, and an arts and crafts room.

   B. Staff:

      1. There should be acceptable teaching positions for staff being transferred.

2.  The advisory committee according to mutually estab-
    lished criteria with the team of Faculty Assistants
    should select the principal.

3.  The principal and the team of Faculty Assistants should
    select the other staff members according to mutually
    established criteria.

4.  In addition to regular classroom teachers, we forsee
    the need for the following full time personnel:

    a.  librarian
    b.  resource teacher
    c.  physical education teacher
    d.  music teacher
    e.  floating teacher
    f.  ethnic teacher's aide
    g.  B-clerk secretary

Although various school staffs may be comprised of such
personnel, their availability to all the children or staff is
limited. We expect that specialist teachers will work
closely with all home room teachers in developing programs
for children of all ages. For example: the physical educa-
tion and the home room teachers would work together and
develop a physical movement program, related to the age
level needs and total development of the children.

C.  Evaluation:

It has been recommended that there should be an independent
evaluation one year hence by a team consisting of represent-
atives from the following: University of Manitoba, Depart-
ment of Education - Planning and Research, Winnipeg School
Board, The Winnipeg School Division No. 1, Manitoba
Teachers' Society, and Winnipeg Teachers' Association,
and representatives from the school and community.

However, it is our opinion that such an evaluation would be
premature after such a short period of time. We recommend
that an evaluation of the program, the processes, and the
resulting products as these relate to one another and to the
individual child, based on our objectives, shoud be undertaken
no sooner than six years after implementation.

We believe that the Open School is a viable alternative within our system.  We also believe that the Open School will prove to be beneficial for parents, for the community, for teachers and administrators, and especially for children of inner city schools.  We ask for your support in the creation of the Open School.

Submitted by,

Heather Callaghan
Shirley Halayda
Orysia Hull
George Monkman
Laureen Walker

APPENDIX C

FACULTY OF EDUCATION PARTICIPATION IN THE
FACULTY ASSOCIATES' INNER CITY PROGRAM 1974-75

As part of the Inner City Project of The Winnipeg School Division, the
Faculty of Education at the University of Manitoba in 1973-74 partic-
ipated in the organization of activities judged to be suitable to the ob-
jectives of the Project for ten released-time teachers in the Division.

As a result of evaluation of this component of the Project both in the
Division and in the Faculty, it seems possible and desirable to revise
the Faculty's contribution so as to both remove some factors which
may have inhibited the program and to better promote the desired out-
comes in terms of teachers' competence.

What follows is a definition of the nature of the project and its rationale.

I.    The role of the Coordinator

      It has been recognized that in order to provide proper liaison
      between the project and the University, the University must have
      a Coordinator assigned to the project on a regular basis. He
      will:

      (a)  undertake to facilitate faculty response to felt needs as id-
           entified by participants in the program including Faculty
           Associates and cooperating teachers associated with the
           project.

      (b)  inform the Dean of the Faculty of Education of these needs
           so that the latter will be enabled to secure the services of
           appropriate Faculty of Education personnel to meet these
           needs by providing as broad a range of activities as possible
           addressed to the sociology of the Inner City, Curriculum
           Development for Inner City School, and the development of
           specialized instructional techniques particularly as related
           to  the teaching of reading and mathematics.

      (c)  maintain liaison between the project and Advisory Committee
           of the project.

It is understood that the co-ordinator will <u>not</u> be assigned on a full-time basis to the Faculty Associates' Program but that this program will be his first charge and he will devote sufficient time to the program so as to ensure its success.

II.  <u>The Role of the Winnipeg School Division No. 1</u>

(a)  It is understood that the Division will release 10 teachers on a half-time basis for the purpose of deepening their under-standing of and sensitivity to the problems of the inner city. The contributions made by the Faculty to the Project will be directed to the achievement of this objective.

(b)  The Division will provide appropriate space within one of its schools so that the program may be carried out on site with-in a field-based framework.

III.  <u>The Role of the Advisory Committee</u>

(a)  The Advisory Committee shall consist of representatives from the Manitoba Teachers' Society, the Winnipeg Teach-ers' Association, Research and Planning of the Department of Education, the Winnipeg School Division No. 1 Admin-istration, the Winnipeg School Division No. 1 Board of Trustees, the Faculty Associates, cooperating teachers and principals, Brandon University Winnipeg Centre Project, University of Manitoba Faculty of Education.

(b)  The Coordinator shall attend all meetings of the Advisory Committee.

(c)  The Advisory Committee shall meet at least once a month.

(d)  The Advisory Committee shall advise and consult with the active participants in the project as to the nature, direct-ions, organization and activities of the program and such other related matters as may be referred to it.

IV.  <u>The Role of the Faculty Associates</u>

(a)  The Faculty Associates shall be assigned to the program by The Winnipeg School Division No. 1. They will be ten in number.

(b) The Faculty Associates shall each have a half-time responsibility for the operation of a classroom.

(c) A Faculty Associate shall be paid three-quarters of his/her salary as at the date immediately prior to the date his service as a Faculty Associate commences.

(d) Some secondary teachers shall be encouraged to take part in the program as Faculty Associates.

(e) A committee be established to develop criteria for the selection of, and to select, Faculty Associates for the Program; the Committee to include representatives from the Board of Trustees, the W.T.A., the M.T.S., the Faculty of Education, the Winnipeg Centre Project, the Faculty Assistants (1973-74 group), the Superintendent's Department, Planning and Research of the Department of Education, the principal designate of the "open school".

(f) The Faculty Associates shall take such courses conducted by the Faculty of Education as follows:

\* i) Independent studies (6 credit hours) related to the planning of an "open school" to be conducted by the Coordinator during a three-week period in August, 1974.

\* ii) Independent studies (6 credit hours) related to the planning of an "open school" to be conducted by the Coordinator during a three-week period in August, 1974.

iii) Community based Urban Sociology (6 credit hours) to be conducted by personnel of the Faculty of Education during the winter term 1974-75.

iv) Curriculum Development (6 credit hours) to be conducted by personnel of the Faculty of Education during the winter term 1974-75.

v) Independent Studies (6 credit hours) the nature of which, and basis of evaluation for accreditation, to be determined by arrangements between the coordinator, the

\*All course titles and numbers may vary to suit needs of individual Faculty Associates.

principal designate, and the individual Faculty Associate prior to the commencement of the course.

(g) All courses excepting Supervision Techniques and Micro-teaching will be conducted on site by Faculty of Education personnel as shall be specially assigned by the Faculty of Education.

(h) Faculty Associates shall have a role in identifying needs, methodology, and content related to these courses in co-operation with the coordinator and other Faculty of Education personnel conducting these courses.

V.  The Relationship Between the Faculty Associates Program and the Open School

The Winnipeg School Division No. 1 is in the process of developing an "open school" (Appendix A). The ten Faculty Associates will join the staff of the "open school" on a half-time basis so they will provide the staff equivalent of 5 teachers. The balance of their time (50%) will be devoted to the realization of the major objectives of the Faculty Assistants' program. These are:

i)  Developing new methodology and curricula specifically related to the educational and cultural needs of the children in the Winnipeg core area schools.

ii)  Developing a heightened sensitivity, appreciation and awareness of the cultural and social mileu of the highly metropolitan people who live in the Winnipeg Core area.

iii)  Developing a communication system with the people in the community so that parents and children can participate in the decision-making processes involved in their education.

iv)  Developing and fostering an interest in and a method of implementing a genuine community education program for parents and children in the core area.

v)  Developing the school as a pivotal community resource centre in terms of providing information and advice on child-parent relations, relations with social agencies and government.

vi.   Imbuing in the teacher and parents and children who make up the school community the notion that schools and education are an entity and are thus a social force.

These objectives are in substance the same objectives implicit in the "open school" proposal. Thus since the aim of the Faculty Associates' Program and the "Open School" Proposal co-incide it is obvious that there would be advantages to carrying out the Faculty Associates' Program in the "Open School".

Since the Program is an on-site field-based program and since the Program will be carried on in conjunction with and in the environs of the "Open School" it follows

(a)   that all seminars and lectures excluding supervision techniques and micro-teaching, given at times when it is convenient for all members of the "Open School" staff, who may wish to attend.

(b)   that the Independent Study Program and the Curriculum Development Program to be offered during the Winter term (1974-75) be, in the main, classroom activity based with Faculty Associates enjoying as much contact as possible with children as part of the learning and instructional process.

(c)   that other members of the "Open School" staff who may wish to enrol for any of these courses for credit be permitted to do so.

VI.   The Role of Brandon University Winnipeg Centre Project

It is also desirable that students enroled in the completion year of the Winnipeg Centre Project participate in the "Open School" Project. The experience should complement their learning, while re-inforcing the "Open School" Program, and they can have an active instructional and planning role in the operation of the school. Their presence will provide the staff with additional resource people of particular value since Winnipeg Centre Project students are generally indigenous to the core area.

VII.  Some of the Special Provisions

(a)  The Co-ordinator of the Faculty Associates' Program
shall also be involved in the planning of the "Open School"
during the latter three weeks of August and will have a
role in the professional development of all teachers
working in that school.  He shall assume his duties on
or about July 1, 1974 and will complete his duties June
30, 1975.  He will meet with the teachers who have made
the proposal (five teachers presently members of the
1973-74 Faculty Assistants Program) and the principal-
designate to evolve a more complete philosophy and
practice.

(b)  The School Division shall also pay tuition fees for the
two 6-hour credit courses to be provided to Faculty
Associates during the summer of 1974.  Faculty
Associates will pay tuition fees for the three six-hour
credit courses taken during the Winter term 1974-75.

(c)  The Faculty Co-ordinator and principal will share
jointly responsibility for planning of independent studies,
accreditation and evaluation for individual Faculty
Associates.

(d)  It is understood that none of the above provisions is to
be taken to limit the contribution of the Faculty to meet
identified needs.

It is further understood that this proposal is contingent
upon obtaining for the University a $4500 grant towards
extra personnel costs and a $3600 grant for the Division
to pay honoraria of $30/day for eight additional teachers
involved in planning the "Open School".

APPENDIX D

A VIEW FROM THREE LEVELS

This writer was involved in the David Livingstone experiment on three separate and distinct levels of participation. First, as a participant observer for the purpose of data collection for the writing of this thesis. Second, as the University of Manitoba representative on the evaluation committee for the Open School and the Faculty Associates' Program. Third, as a teacher at David Livingstone for two months in the fall of 1975 as the school entered its second year of development. Although this study is not concerned with the second year of development, some comments on the nature of educational research could be valid.

The case study method of research using the participant observation technique for data collection is probably the most justifiable method for educational research. The advantages are many and have been outlined by several authors. (Refer to Shaw, 1976, pp. 52-53). On the first level of participation as an observer, this writer was able to capitalize on these advantages. Freedom was granted to move through the school at will, to observe classrooms in operation, to discuss various aspects of the program with participants, to talk with parents, to attend meetings, and to examine pertinent documents and

records.  Through this high degree of interaction with a school setting,

a fairly accurate compilation of data can be obtained.  There is a dan-

ger, however, in that the comfortable feeling of having been accepted

as an outside observer and the urgency to "see what you want to see"

may interfere with accurate perception of the setting.

The second level of participation, that of an evaluator, affords

greater involvement and insight.  The advantage is that there are others

with whom perceptions can be checked out and points of observation

brought forth which may have been unwittingly hidden from the single

participant observer.  In addition, the evaluator is forced to spend

more time in the setting which inevitably leads to greater clarification

and understanding of the project being researched.

The third level of interaction, that of direct participant in an

educational setting is clearly the most advantageous.  Through the

daily contact with staff members and the increased participation in

the functioning of a school, the intricacies and patterns which influence

people and events can be determined.  Information which may have

been unavailable or simply indistinguishable to the participant observer

can not escape the direct participant.  This may be chiefly due to the

fact that the direct participant comes to know and understand the other

participants in the organization on a more in-depth basis.  It is the

writer's contention that a study of the people involved in a project, be

it innovative or otherwise, can be invaluable.  Rather than examining

organizational structure, planning, decisions and strategies, the researcher can more readily determine reasons for outcomes by checking the strengths, weaknesses, and motivations of the participants.

These observations lead to questions which should concern researchers in general.

How valid are studies which are researched "at-arms-length"?

When a researcher gathers data by means of survey questionnaire without direct involvement, how does he/she account for discrepancies in information received and what may have actually happened? In the interview technique, what means can a researcher use to detect whether the persons being interviewed are responding objectively or through emotionalism and perhaps the need for self-aggrandizement? Can statistical analysis of data provide evidence as to the impact that political considerations and interpersonal relationships may have on the development of an organization?

The above comments are intended to point out the advantages of direct participation in a research project. Although other types of research may be valid for specific purposes, direct participation may be beneficial from the point of view of individual meaning. The direct participant may more readily answer the question "What does this research mean to me?"

In addition, the comments on participatory research do not imply that information was unavailable for the writing of this thesis.

Sincere credit is given to everyone concerned with the David Living-

stone Open School for their willingness to provide as much help as

possible.