ABSTRACT

THE RELATIONSHIP OF ADULT EDUCATION
PROGRAM DEVELOPMENT IN MICHIGAN TO STATE FISCAL POLICY

by Elmer S. Anttonen

The Problem

This study was concerned with the participation of the public school districts of Michigan in the conduct of adult education programs and to determine the changes that have developed since the discontinuation of state financial aid to the public school adult education programs in 1959.

Methodology

The procedure followed in the study included: (1) a study of the records of operation by securing the annual reports on adult education which were submitted by the various participating school districts to the Superintendent of Public Instruction for the years 1956 through 1964; (2) the profiling of these reports for each participating school district; (3) the construction of questionnaires to secure opinions

of the superintendents of both participating and non-participating districts relative to their concerns for adult education within their school districts; and (4) the collection and analysis of the data.

Findings

Enrollments in adult education increased sharply during the years in which state financial aid was available to the public school districts for the support of adult education programs. Since the discontinuation of state financial aid the enrollments have fluctuated and decreased, with a sharp decline experienced in 1964.

Leadership by the superintendents of the public school districts in adult education is not considered to be a major concern. The actual supervision is accomplished by personnel devoting less than one-quarter of their time to adult education.

The financing of adult education programs is mainly accomplished by charging student fees. Thirty percent of the total adult education program costs come from appropriations from the budgets of local public school districts.

The adult education programs in Michigan have never served more than 5.2 percent of the total adult population. At the end of the school year of 1964 the participation ratio was 4.7 percent of the total adult population.

Adult education in Michigan is urban centered. Thirty-two public school districts, with populations ranging from 25,000 and more, account for more than 72 percent of all the courses offered and for more than 70 percent of all the enrollments. Sixty percent of the cities under 25,000 population in Michigan do not offer adult education programs. Eleven percent of the rural fourth class districts conduct programs in adult education.

Conclusions

Further research into the areas of community and individual needs, barriers to participation in programs by individuals, involvement of business and industry, and new educational media are indicated.

The State of Michigan should assume more positive leadership in the development of a state-wide system of adult education, and for providing the financial means whereby adult education programs will truly become a member of the educational family within the public schools of Michigan.

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by

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CHAPTER I

INTRODUCTION AND NATURE OF THE PROBLEM

State financial assistance for general adult education programs in the public school districts of Michigan was first made available for the school year ending in June, 1945 with an appropriation of $110,000. This fund was increased to $300,000 for the school year ending June, 1949 and was kept constant through the school year ending June, 1957. The 1956 session of the Legislature of the State of Michigan voted to reduce the state appropriation for general adult education programs to $200,000 annually, and during the 1959 session the Legislature voted to discontinue the fund. Since that time Michigan public school districts have continued to offer adult education programs through allocation of funds from their general budgets. They have had some assistance in financing these programs by assessing nominal fees from the students enrolling in various classes and programs offered.

Participation in the general adult education programs by the public high school districts in Michigan increased from 45 districts in 1945 to 223 districts in 1956. The latter number represented a 42.7 percent participation

ratio as there were 538 public high school districts in operation. Eighty-four public school districts have discontinued the operation of adult education programs between 1956 and 1964 with the result that the participation ratio has decreased to 143 districts, or 28.6 percent of the total public high school districts.

STATEMENT OF THE PROBLEM

The specific problem is to determine what changes have taken place in administrative leadership, financing, and the content of instructional programs in adult education since the discontinuation of state financial aid for these programs. The study will also attempt to determine the course of future action by the Michigan Department of Education and the Michigan public school districts to insure the continuation of general adult education programs within the public schools, or to the reactivation of these programs in districts which do not currently offer them.

IMPORTANCE OF THE PROBLEM

> In ancient times the education of adults was considered most essential to the continuity of societal functions. The organized programs of education were adult oriented, and the great teachers were concerned with the mature mind. Youth learned through observation of their elders.

> The American educational plan, however, has somehow viewed the education of adults with misgivings and apprehension. The optional plan has been its guiding principle, and our public school traditions and educational policy has been based on the assumption that adults can acquire in their youth the knowledge and skills necessary for social and economic adequacy. Consequently, the major portion of educational effort in training teachers, securing finance, and providing for facilities has been centered on youth. The education of adults has been shunted to the periphery of the arena with remedial programs forming the bulk of program offerings in literacy, vocational skills, and citizenship.[1]

A. The Problem of Human Obsolescence

In recent years, however, an urgency has been evidenced in educational thought, not only in America, but throughout the world. The urgency has been a call to arms for adults to continue to learn; that learning is a requirement all adults should cultivate; that learning is a life-long process based on the acceleration of change in society and technology; that the mature adults have witnessed and have attempted to manage a culture quite different from that into which they were born; that human obsolescence has become a reality in vocational skills, in social organizations, and in regard to the total field of knowledge.

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[1]The Adult Education Association of the U.S.A., Adult Education - A New Imperative for our Times (Chicago: The Association, 1963), page 4.

The consequence of this rapid development in social change is clear. The pattern of emphasis on the education of youth only can be continued and reduce the chance of national survival, or a modification of the educational structure can be made in such a way as to include the adult population in all the educational plans in order that national survival can be more assured and that the elements of early human obsolescence can be greatly reduced.

B. The Changing Nature of American Society

The characteristics of the American population as a whole are represented in good measure within the population of Michigan, and these characteristics loom even larger in importance in the necessity for adequate adult education programs when consideration is given to the kinds of industrial and technological organizations that are currently in operation in Michigan, and what the industrial complex will be like a few years hence. Six major characteristics of the American population have been identified in studies made by the Adult Education Association of the United States of America. They are:

1. Our American population has a high degree of ethnic and racial heterogeneity. We have a multicultural society in which nearly every nationality, race, and creed in the world is present.

2. Our American population is now largely urbanized and is becoming increasingly so. The greatest population increases have been occurring in our metropolitan areas. In addition, due to mass media, improved transportation, and technology, our fringe area populations tend to have the same social and economic characteristics as those of the urban population.

3. Our American population is highly mobile. It is estimated that at least twenty percent of the people move from year to year. Another type of movement is that of change in residence within a given community. Under those conditions our normal norms lose their sanctions and tolerance of noncomformity develops.

4. Our American population has a relatively high proportion of married persons. The character of the family, and the roles of its members, have changed with the growth of urbanization and many of the former functions of the family have been taken over by other institutions in the community.

5. Our American population is experiencing a low morality rate, demonstrating the relatively high level of medical care, sanitation, and standards of living. There are many consequences to education that follow in the wake of increased life expectancy.

6. Our American population possesses a rather high educational status. At present the average American adult has completed 10.5 years of schooling. Of the nearly 10 million adults who have less than five years of elementary schooling, the majority are those over sixty-five years of age. Over 16½ millions of Americans have completed one or more years of college.[1]

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[1]The Adult Education Association of the U.S.A., Community and Adult Education - Theory and Method (Chicago: The Association, June, 1962), pages 13 and 14.

Add to this a report made by the Cooperative Extension Service of Michigan State University of conditions that will be faced but a brief four years in the future:

> By 1970, our national population will be about 210 million people. At that time, nearly four out of every five people will be living in or near urbanized metropolitan areas. Only one in twenty of our population will be living on farms. Our expanding population will include a higher proportion of people under twenty years of age than ever before, and this increase in numbers of younger people is expected to continue.
>
> Our labor force will expand greatly in the next decade. There will be an upsurge of young, relatively untrained workers. More women will be in the labor force. There will also be relatively more older, seasoned and experienced workers kept on the job. Although employment and new job opportunities will increase, the population will increase faster. Mass unemployment will be the result unless something is done.
>
> The labor force in the United States will number 87 millions by 1970 - up 13.5 million, or 20 percent above 1960. (In Michigan the labor force will increase from 2,944,000 to about 3,750,000 in 1970 - up 27 percent.) The most dramatic change now going on is tremendous influx of young people into the labor force - 26 million. This age group will increase about 6.4 million during the 1960's compared to only about a 400,000 increase during the 1950's. This explains why so many young people are having a hard time in finding employment.
>
> Workers under twenty-five and those forty-five years of age and over, together will account for seven-eights of the increase in growth of the labor force by 1970. These are the age groups in which employment problems are the greatest today and will be for the next ten years. Michigan follows closely the national pattern. The number of women workers will

> increase at nearly twice the rate for men. In 1970 there will be about thirty million women workers - 6 million more than in 1960. This represents a 25 percent increase for women, compared to 15 percent for men.[1]

Current literature suggests that adult education program requirements will expand tremendously in numbers of students and in kinds of programs. By 1982 the adult population of the United States will have increased by some thirty-five percent and that the increase in the numbers of adult between the ages of twenty and thirty-five will be much higher than this - in fact more of the order of a seventy percent increment in all.[2]

The changes which will occur in the composition of the population will have a striking impact upon the field of adult education. Johnstone and Rivera point out the effects of these changes in the population composition:

> Even very conservative projections suggest that within two decades the population will contain as many as 64 percent more adults who have been to college, 59 percent more who have attended high school, and by contrast, some 15 percent fewer with only a grade-school education.
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> It should be abundantly clear, then, that the potential audience for adult education is increasing at a much faster rate than the population as a whole.[3]

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[1]Arthur Mauch, "Will There be Enough Jobs?" Michigan Farm Economics (East Lansing: Michigan State University), Vol. No. 257, June, 1964, page 1.

[2]John W. C. Johnstone and Ramon J. Rivera, Volunteers for Learning (Chicago: Aldine Publishing Co., 1965), page 19.

[3]Ibid., page 20.

To summarize findings made by the Center for the Study of Liberal Education for Adults, a quotation from the report supports earlier data:

> The typical adult education participant is young, urban, and fairly well educated; this is exactly the type of person who will be around in 1982 in increased numbers. Just as in the 50's and 60's the public schools had to accommodate the greatly increased numbers of young persons in the population, so in the 70's and 80's the field of adult education will experience greater demands as this population cohort moves into the social categories where greatest use is made of adult education.[1]

The prospects for increased numbers of older participants are also very good. More fixty, sixty, and seventy-year olds will engage in educational activities twenty years from now; and that in time the average educational attainment of persons in these age groups will be considerably higher than it is today.

The potential audience for programs of adult learning appears to be assured. The challenges to the adult educator will be many. Not only will he have to accommodate the growing numbers of educated persons coming of age each year into his programs, he will have to find new methods of tempting those who have the time but not the inclination to use education as a leisure time activity.

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[1]Center for the Study of Liberal Education for Adults, Second Report on the National Opinion Research Center Study (Chicago: Bulletin No. 56, May 31, 1956), page 2.

These concerns are appropriate for the State of Michigan as an industrial complex and to the educational programs that will be necessary to keep the populace in step with the many ramifications of technology, increased longevity, and growing population density. Regarding the population growth in Michigan, Dr. John Thaden, Demographer for the Michigan State University Institute for Community Development, has projected trends that further support the National Opinion Research Center studies and amplifies them in several important details:

> The national population growth rate during the 1950's was 18.5 percent, while for Michigan it was 22.8 percent. Population explosions occurred in 18 of the state's 83 counties during this census interval; 10 of these 18 counties were predominantly urban and only one (Iosco) was entirely rural.
>
> Suburbs experienced the most rapid population growth. This conclusion is reached upon analyzing the state's 10 Standard Metropolitan Statistical Areas (SMSA's) for which population data are presented in considerable detail. (An SMSA is a county or group of economically integrated counties with a central city or twin cities having a population greater than 50,000. Michigan's SMSA's are comprised of the central cities of Ann Arbor, Bay City, Detroit, Flint, Grand Rapids, Jackson, Kalamazoo, Lansing, Muskegon-Muskegon Heights, and Saginaw. The remainder of the counties in which these cities are located, and the adjacent counties are Clinton, Eaton, Macomb, and Oakland.)
>
> The population of Michigan's SMSA's rose from 4.5 million in 1950 to 5.7 million in 1960 - an increase of 25.7 percent. Despite territorial annexation,

the number of people inhabitating the central cities of these SMSA's actually declined by 3 percent, while the suburban areas around these cities recorded a collective population increase of 65.7 percent.

Looking again at the state as a whole, the most noticeable population increase during the most recent census interval took place at the base and the apex of the population age-pyramid. The number of young people, those 20 years of age or under, increased 44.1 percent, the ranks of those 65 years old and over expanded 38.2 percent. Meanwhile, population growth in that group which is most productive economically, ages 20 through 64, was only 7.9 percent. In a sense, therefore, breadwinners carried a heavier burden in 1960 than they did in 1950. There were only 71 persons in the relatively non-productive age groups (under 20 and over 64) per 100 persons in the 20 to 64 age group in 1950. The ratio was 94 per 100 in 1960.

Another interesting fact about Michigan's population explosion is that the female population is increasing more rapidly than the male. It occurs because the longevity of females is rising faster than that of the males, but the 1960 Decennial Census is the first one in which females outnumbered males. The same trend is also revealed in statistics on the labor force. The number of women in the 20 to 64 age group rose by 10.4 percent, nearly double the corresponding 5.4 percent increase in male labor in the state.

Another section of the population in Michigan which registered a population explosion is the nonwhite population, consisting mostly of Negroes (97 percent). It was caused by considerable inmigration of non-whites which, coupled with a high birth rate, brought about a population increase of 62.4 percent for this group between 1950 and 1960. At the same time, the white population rose by 19.7 percent.

. . . the indicated increase in population during the next decade is 1,840,000, which means that Michigan should have about 9,660,000 inhabitants by 1975.[1]

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[1]John Thaden, "Michigan's Population Explosions," The Michigan Economic Record (East Lansing: Michigan State University), Vol. 7, No. 2, March, 1965, page 3.

Still another dimension of the problem confronting the education of the adult population is presented by Sullivan:

> We no longer have any assurance that mere passage of time will resolve any of the difficulties of a mass-oriented society. For the first time in the history of man, we must face the implications of living within a world in which the future is very uncertain. By having the future in doubt, or in admitting that its shape may be inconceivably different from the present, may well result in the great cause of freedom and democracy making little, if any, sense. He may think it better not to make any commitment of time or effort that will encumber him to his future.[1]

C. The Terminal Concept of Education is no Longer Valid

The lack of a consistent philosophy concerning adult education, the channels through which programs can best be inaugurated and maintained, the peculiar nature of the populace, and the changing system of values within the American society are areas that have not been the primary concern of any group, but instead have been divided into fractions, each of which has been handled by groups and institutions that have had a particular or special reason or interest. The proliferation of services, most of which are in operation under the aegis of adult education, have been brought about mostly by the individual seeking answers to his many questions and to his most pressing and immediate concerns and needs. The realization that the terminal

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[1]Richard L. Sullivan, "The End of the Long Run," Centennial Review (East Lansing: Michigan State University), Vol. IV, No. 3, Summer 1960, page 402.

concept of education is no longer valid at any of the stages, or plateaus, which in the past were recognized as socially and economically adequate in completing the formal preparation of youth to adult life, has become forcibly evident. An increasing awareness has also developed that education is a constant and deep-rooted involvement, or process, by which the individual prepares himself for the responsibility of adapting to change.

The concept of lifelong learning is not new in theory or in practice. The idea that society will expect its members to be involved in educational activities in the future is already very much in evidence in the professional fields - management, medicine, law, engineering, teaching, and agriculture - just to mention a few. The further explosion of knowledge will make it mandatory for all people to be involved in educational activities as parents, as members of groups in occupational and social activities, and as citizens of their respective communities. The small costs invested in individuals would be repaid to the public many times over in increased efficiency at higher levels of employment, in greater participation as involved citizens, and in the promotion of democratic ideals.

The Adult Education Association of the United States of America presents a further point to consider in the total field of adult education development:

> Adult education has quietly built up a constituency estimated at nearly 50 millions (nine million in formal instruction, forty million in informal education activities) during the past thirty-five years. Unfortunately most of these adults participate in spasmodic courses rather than in a continuous plan of lifelong learning. Many more millions have experienced no organized learning at all. The constituency will be full grown when America expects an adult to spend part of his time in organized learning as it now expects youth to attend school.[1]

D. Public School Adult Education in Michigan

> Public school responsibility for adult education has been acknowledged in practice and law for well over a century. Today all states except Kansas have legislation relating to adult education. Provisions range from prohibiting use of school funds for general adult education (New Mexico, Vermont, and Wyoming), through many intermediate stages, up to making adult education costs a regular part of general budgets and annual appropriations.[2]

Michigan is one of thirty-two states which does not provide funds for adult education purposes. Nine states (Alaska, Arkansas, Delaware, Louisiana, Maryland, New Jersey, Pennsylvania, Rhode Island, and South Carolina) have specific limitations as to how appropriated funds can be used. Nine states provide funds in varying degrees to public school districts for programs which must be approved by the State Departments of Education. They are: California, $11,000,000; Connecticut, $?50,000; Florida, $2,924,000; Hawaii, $241,984 for 1965-1966; Maine, one-half

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[1]The Adult Education Association of the U.S.A., op. cit., page 6.

[2]Charles H. Radcliffe and John Holden, "Adults in the Public Schools," School Life, Vol. XL, April, 1958, page 8.

of instructional costs which were $50,000 for 1963-1964; Tennessee, $250,000 appropriated for 1966-1967, up $200,000 from 1964; Virginia, $40,000; Washington, $2,847,300; and Wisconsin, $1,785,000.[1]

The report of Michigan's Post Twelfth Grade Education Committee contained six recommendations which were included in the 105th Report of the Superintendent of Public Instruction for the Biennium 1958-1960. They were:

1. Adult education in these times is so important that every community school district should provide comprehensive and diversified educational services for adults.

2. Adult education should be an integral part of the total community school educational program.

3. Every community school district board of education should provide a budget for adult education.

4. Public school adult education should receive the same ratio of financial support through state sources based upon cost as is provided for other phases of public school education.

5. Long range plans for financing adult education should anticipate the day when time honored concepts of equal educational opportunity will apply to adult education as itdoes to other phases of public school education.

6. State support should, in so far as is practical, include such equalizing factors as are applied to other educational services of the public schools.[2]

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[1]National Education Association, Division of Adult Education, "Report of Survey of Use of State Funds for General Adult Education," Washington, D.C.: May, 1963, Mimeographed. Updated to 1966 by correspondence to each of the 50 State Departments of Education.

[2]Department of Public Instruction, State of Michigan, 105th Report of the Superintendent of Public Instruction for the Biennium 1958-1960, Lansing, pages 51-52.

In the same report, the Superintendent of Public Instruction recommended to the Governor and to the Legislature of the State of Michigan that (1) the Legislature provide adequate state financial support to school districts so that they may receive the same ratio of such support as is received for other phases of public school education; and (2) that local school districts be encouraged to establish adult education programs that will meet the demands and requirements of the individual school districts.[1]

Again in the 107th Report, published in 1965, the Superintendent of Public Instruction for the State of Michigan recommended that "the continued leadership of Michigan in the area of adult education can be maintained if efforts, financial and otherwise, are made now to do so."[2]

That adult education in Michigan is not considered to be very important is evidenced by the record of the Legislature in refusing to consider a funding program for this phase of the educational program of the State, and by the record of public high school district participation, even though permissive legislation grants them license to spend public money for this purpose. The record of public high school participation speaks for itself. With the help of

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[1] Ibid., page 4.

[2] Department of Public Instruction, State of Michigan, 107th Report of the Superintendent of Public Instruction for the Biennium 1962-1964, Lansing, page 10.

state financial assistance nearly forty-two percent of the high school districts offered programs of adult education during the 1956-1957 school year. By 1964 the percentage had decreased to 27 percent.[1]

A further concern becomes evident when one considers the actions of the boards of education in providing for community leadership of administrative and supervisory personnel for the operation of public school adult education programs. Of the one hundred forty-three public school districts operating adult education programs during the 1963-1964 school year, only eight districts had more than one person responsible for administration and supervision, 13 had one person only, 13 had half-time directors, 18 had quarter-time directors, and 72 districts had less than one quarter-time employee to handle their adult education programs. Fourteen districts reported "no time," and five districts did not respond.[2]

The lack of administrative leadership, and the fact that as our Michigan colleges and universities find it increasingly more difficult to accept the growing numbers of students who apply for admission, creates a peculiar dilemma. The public schools will find increasing pressure imposed upon them for the formulation of policies that will

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[1]Department of Public Instruction, State of Michigan, Public School Adult Education in Michigan, Lansing, Publication No. 512, June 1964, page 5.

[2]Ibid., page 3.

permit additional training for those who have no aspiration for college-type study but who, nevertheless, need additional education in order to compete satisfactorily in the labor market. The increased longevity in living is already demanding new and imaginative programs in order that people may maintain and upgrade their occupational and social participation and adequacy.

To the end that these pressures for more programming for adult concerns may be implemented, school board members, individually and collectively, would do well to become quickly aware of the consequences of the social and technological advances in order that current policies of their school districts can be updated and modified, and that the existing traditions can be viewed and reviewed in the light of contemporary and projected trends.

SUMMARY

Adult education within a given community has not in itself gained recognition as a social problem in the same level as the availability of adequate public utilities, transportation systems, medical care, sanitation, leisure, or economic and social adequacy. Nor can adult education be coordinated by the use of the same channels that are used for the solution of major social problems. Adult education is, instead, a process employed in achieving coordination among the many organizations and agencies

concerned with major social concerns. Achieving a well-educated citizenry is in itself a persistent problem, but adult education has not as yet been recognized by the society with an intensity or faith to compel the formation of adequate organization devoted solely to that function. This has resulted in separate and unorganized proliferation of activities by organizations serving adult groups as a consequence of their functions rather than as a systematic effort to provide for the educational needs of the adult population. The programs of adult education in Michigan suffer because (1) there is no consistent and continuous system for adequate financial support; (2) there is no generally recognized identification of function; and (3) there is no persistent and sustained involvement and participation of local agencies concerned with the educational requirements of adults.

CHAPTER II

METHOD OF THE STUDY

This chapter is concerned with creating an understanding of the basic method of research and the methods and precedures used in conducting the present study. A description of the population, sample, and design will be included in the methods and procedures. The present chapter also contains a discussion of the collection and recording of the data.

ASSUMPTIONS

It was assumed at the outset of this study that adult education is of growing importance in the total educational program of a community, and that a study of the existing programs would be valid and of importance to the people and school officials of the State of Michigan. The second assumption is that the basic program objectives of public school districts in Michigan are influenced by decisions made by the chief administrative officers of a particular school district. These program objectives are determined in a large part

according to the definition and philosophy of adult education as expressed by the board of education and the superintendent, and that it is the expression of the superintendent's executive powers that determine the flavor and direction of the total program as it is he who recommends the outlay of financial resources. A third assumption is that data can be secured as to the breakdown of program content, leadership exercised, and the financial reports as they relate to the conduct of adult education programs. A fourth assumption is that the smaller public school districts need state financial aid, or some other type of financial assistance, in order to maintain and/or to reactivate programs of general adult education.

HYPOTHESIS

In the present study an attempt will be made to uncover facts which will indicate the necessity of adequately funding adult education programs if the responsibility of the public schools to their communities is to be fully implemented and realized.

This concern would suggest the following hypotheses:

1. The leadership exerted by the superintendent and the board of education is the strongest and most influential force in establishing the character and direction of adult education programs within any school district in the State of Michigan.

2. The administrators of public high school districts in the State of Michigan do not identify themselves with the major problems confronting the adult education movement.

3. Most public high school districts of Michigan cannot maintain an adequate program of adult education without financial assistance from the State or Federal governments.

4. In order to maintain and to coordinate an effective program of general adult education, the State of Michigan should encourage and support trained personnel and staff at the state level, and in some combination at the intermediate and local levels in order that an adequate coordination can be secured.

LIMITATIONS OF THE STUDY

The study will be confined to selected public school districts which have in operation a continuous

program of education from kindergarten through grade twelve. In some instances these districts may operate a technical institute or a community college, but in no instance will they award a baccalaureate degree.

The study will involve the period July 1, 1955 through the school year ending on June 30, 1964, except as information relative to adult education prior to 1955 is included for historical comparisons.

The study will be confined to the fourteen program areas approved by the Department of Public Instruction, State of Michigan, for remuneration from appropriated funds as provided by the Legislature of the State of Michigan, and which were disbursed on an annual basis through the Adult Education Division of the Department of Public Instruction, Lansing, Michigan, under provisions of the State Aid Act of 1948, and revised in 1954.

The study will not attempt to measure enrollments in any particular public school district, but will rather be concerned with changed influenced by the adoption of a nonparticipating policy on the part of the Legislature of the State of Michigan.

DEFINITIONS OF TERMS

There are terms used by the Department of Public Instruction which have a specific connotation relating to this study.[1]

1. Administration:

Those activities which have as their purpose the general regulation, direction, and control of the affairs of the school district that are system-wide and not confined to one school.

2. Adult Education:

Those organized public educational programs, other than regular full-time and summer elementary and secondary day school, community college, and college programs, which provide opportunity for adults and out-of-school youth to further their education, regardless of their previous educational attainment. Only those programs which have as their primary purpose the development of skills, knowledge, habits, or attitudes are included. This development may

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[1]Department of Education, State of Michigan, An Analysis of the Revenue and Expenditures of the Michigan Public Schools for 1963-1964 (Lansing: Bulletin No. 1011, 1965), pages 1 and 2.

be brought about by formal instruction or by informal group leadership directed toward recognizable learning goals. Activities which are primarily social, recreational, or for the purpose of producing goods are not included.

3. Community Services:

Those services which are provided by the school district for the community as a whole, or some segment of the community, outside of the pupil education programs provided under Instruction.

4. K - 12 School District:

A public school district that is under the supervision and leadership of a board of education and which has in operation a continuous program of education from kindergarten through grade 12, or was moving toward that goal with approval of the Michigan Department of Education. A K-12 school district board may also conduct grades 13 and 14 as a community college, or technical institute, but does not grant the baccalaureate degree.

The classification of the K-12 school districts, based on school law or on general population, is as follows:

Class A (1st Class District) 500,000 and over.

Class B (2nd Class District) 100,000 to 500,000.

Class C (3rd Class District) 50,000 to 100,000.

Class D (3rd Class District) 25,000 to 50,000.

Class E (3rd Class District) Cities under 25,000.

Class F Fourth Class Districts operating K - 9/12 Grades.

Class L Large Fourth Class Districts Outside of Corporate Limits.[1]

5. Membership:

A pupil is defined as a child in membership in a public school, and school children are defined as children in membership in any school. All pupils to be counted in membership shall be at least 5 years of age on December 1 and under 20 years of age on September 1 of the school year except that all pupils regularly enrolled and working toward a high school diploma may be counted in membership regardless of age. Any former member of the armed services in attendance in the public schools, the cost of whose instruction is not paid for by other state funds or by the federal government, shall be counted in membership regardless of age.

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[1]Ibid, page 3.

No pupils enrolled in school programs organized under federal or state supervision and in which the teaching costs are fully subsidized from federal or state funds shall be eligible to be counted in membership.[1]

METHOD OF RESEARCH

The basic method of research used in this study relates closely to patterns of descriptive investigations as outlined by Van Dalen in which he classifies the numerous possible types of descriptive studies under three arbitrary headings: (1) survey studies, (2) interrelationship studies, and (3) developmental studies. These are not rigid categories, since many studies have characteristics of more than one area. However, all descriptive studies have certain common elements of agreement and objectives. They portray current status and sometimes identify relationships that exist among developing phenomena or trends. Occasionally, the studies attempt to make predictions about future events. As in any reputable study, investigators seek more than bare description. Rather than simply tabulating facts,

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[1]Department of Education, State of Michigan, State Aid Act of 1965-1966 (Lansing,undated), pages 6 and 7 (Mimeographed).

competent researchers collect evidence on the basis of some hypotheses, or theory, tabulate and summarize the data, and then thoroughly analyze it in an endeavor to draw meaningful generalizations. Scientific methods of research require scholars to make "intelligent guesses" which will solve problems and to test whether hypotheses present accurate explanations of phenomena.

Regarding the use of hypotheses in descriptive studies, Van Dalen comments:

> If descriptive studies present hypotheses, they are usually of a somewhat lower order than those found in explanatory studies. In the latter, the hypotheses offer general explanations of why certain phenomena behave as they do. Descriptive studies simply portray the facts - they describe what exists but rarely seek to account for why the present state of affairs has occurred. Descriptive studies may describe the rudimentary groupings of things by comparing and contrasting likenesses and differences in their behavior. They may classify, order, and correlate data seeking to describe relationships that are discoverable in knowledge that lies beyond that which can be gained directly from the events or conditions. They do not fully analyze and explain why these relationships exist. Seeking higher-order meanings is left to explanatory hypotheses.[1]

While a descriptive study does not possess great predictive power, it is useful in that it does contribute to science by helping to build a foundation of facts upon which explanatory hypotheses can be constructed. The great

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[1]Deobold B. VanDalen and William J. Meyer, Understanding Educational Research, An Introduction (New York: McGraw Hill Book Company, Inc., 1962), page 215.

advances in science have begun from single, unique, unitary events, and from the various interrelationships the ultimate objective of establishing universal laws with predictive power to control decisions. Descriptive studies are limited in that applications to particular problems have a relatively short span of life. This does not mean, however, that descriptive research is any the less important. It does contribute to better understandings of educational problems. Van Dalen emphasizes the value of descriptive research by stating:

> Descriptive studies that obtain accurate facts about existing conditions or detect significant relationships between current phenomena and interpret the meaning of the data provide educators with practical and immediately useful information. Factual information about existing status enables members of the profession to make more intelligent plans about future courses of action and helps them interpret educational problems more effectively to the public. Pertinent data regarding the present scene may focus attention upon needs that otherwise would remain unnoticed. They may also reveal developments, conditions, or trends that will convince citizens to keep pace with others or to prepare for probable future events. Since existing educational conditions, processes, practices, and programs are constantly changing, there is always a need for up-to-date descriptions of what is taking place.[1]

A. The Design

The selected material regarding program content, leadership, finances, and operational details covers a nine-year

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[1] Ibid, page 212.

period of time. The period commences with the beginning of the fiscal year on July 1, 1955 and concludes with the end of the fiscal year on June 30, 1964. The report does not include the figures of operational details for the fiscal year commencing on July 1, 1961 and concluding on June 30, 1962 as these reports could not be found in the historical archives of the State of Michigan.

For each of the 314 public high school districts that had submitted reports to the Department of Public Instruction, a profile sheet of the information requested on the AE-2 Forms(Appendix D),was completed, and the results were tabulated on control sheets. The reporting school districts were assigned into three groups. One group consisted of 95 districts which had elected to discontinue the offering of general adult education programs either after the partial withdrawal of state financial aid in 1956, or after the total discontinuation of state financial aid for adult education in 1959. The second group consisted of 150 public school districts which have a continuous record of maintaining general adult education programs through June 30, 1964. A third group of 69 public school districts did not participate during the 1955-1956 school year but did participate during the period 1959 through 1964 on an irregular basis.

B. The Population

All of the subjects in the present study are public school kindergarten through grade level twelve districts which were in operation within the State of Michigan during the period July 1, 1955 through June 30, 1964. There are a total of 314 districts in the population. They are located in all areas of Michigan and vary in pupil membership from 271 to 294,000.

C. Selection of the Sample

The public school kindergarten through grade level twelve districts of Michigan were chosen as the sample for this study because:

1. They are the only agencies through which the fourteen basic program areas, as approved by the Michigan Department of Public Instruction, can be offered.

2. The public school district boards of education are the only legally constituted authorities sanctioned by law to expend public money for general adult education programs.

3. The public school districts are charged with the responsibility of providing programs of education for all adults, rather than for selected individuals.

4. The public school districts are requested to submit reports of activities on an annual basis with some degree of continuity and standardization.

5. The public schools are required to employ instructional personnel who have been certified by the Michigan Department of Public Instruction.

D. Collection and Recording the Data

Since the study involves a historical description of programs and operations it was necessary to profile each of the participating public school districts for the years 1956 through 1964. This was accomplished by securing the historical files of all the annual Adult Education Forms (AE-2) submitted by the various public school districts to the Superintendent of Public Instruction for the State of Michigan. This procedure eliminated any potential bias as all participating public school districts were included and utilized in the data collecting process.

A record sheet for each school district was used to tabulate the operational data on the following items of information:

1. Enrollment and attendance.

2. Program areas for each of the years by numbers of courses offered.

3. Fees charged.

4. Rate of pay for instruction.

5. Financial expenditures and revenue from student fees and state aid for the years in which state aid was appropriated.

6. Leadership and amount of time allocated to adult education.

7. Number of teachers employed categorized by staff, lay leaders, and college teachers.

8. Special programs offered for the aging, workers, and young adults.

9. The conduct of high school completion programs.

10. The organization and utilization of a citizen's advisory committee.

11. The conduct of college level non-credit programs.

12. The conduct of vocational education programs.

13. The approval by the board of education of written policies governing adult education programs.

In addition to the above operational data, a questionnaire was prepared to secure statements concerning the opinions and attitudes of the administrators of the public high school districts toward adult education concerns. Form

A (Appendix B) was submitted to those administrators of school districts which had elected to discontinue programs with the withdrawal of state financial aid for adult education purposes. Form B (Appendix C) was submitted to those administrators of school districts which have continued an uninterrupted history of participation in adult education programs. The questionnaires included the following items of information:

1. Tenure of the superintendent.

2. Time allocated to adult education concerns per week by the superintendent.

3. Listing of tasks which the superintendent assumes as a part of his responsibility concerning adult education.

4. Identification of the over-all supervisor of adult education by job title.

5. The availability of adult counseling as a part of the total adult education program.

6. Adult education program objectives of the school district.

7. Opinion as to what financial assistance should be provided by the state or federal governments.

8. Opinion as to whether current programs are meeting individual and community needs.

9. Opinion as to what leadership should be provided by the state for adult education.

10. Professional preparation in adult education by the superintendent.

11. The conduct of credit and non-credit programs by universities and colleges within the school district.

E. Construction of the Survey Questionnaire

The survey instruments used in this study were designed primarily to gather additional data concerning the operation of adult education programs, and to secure the opinions of the administrators of the study groups relative to their participation and concerns in adult education activities.

The instruments were reviewed by members of the doctoral committee, and on completion of the suggested amendments, were reviewed by Dr. Irwin Lehman, Office of Evaluation Services, Michigan State University.

The questionnaire forms were then presented to a panel consisting of Mr. Robert Sharer and Mr. Henry Ponitz, former Chiefs of the Adult Education Division of the Department of Public Instruction; Dr. Jack Rombouts, Chief of the Adult Education Division, Department of Public Instruction; Mr. Duane Tester, member of the board of education, Linden, Michigan public schools; Mr. Charles

Bode, former superintendent of the Leslie, Michigan public schools; and Mr. Walter Scott, former superintendent of the Holland, Michigan public schools. It was the considered opinion of the panel that a pilot study was not necessary for refinement of the questionnaire forms. The instruments were then printed and submitted by mail to the 245 respondents. Also enclosed were self-addressed, stamped envelopes for the use of the respondents.

There were 185 usable questionnaires returned.

F. Reporting of the Findings

The findings of the study are reported in Chapter IV as follows:

PART I - Summary of Historical Comparisons.

A. Total Enrollments in Adult Education Programs in Michigan.

B. The Number of Participating Districts.

C. Sources of Revenue for Public School Adult Education Programs.

D. Percent of Total Population Served by Public School Adult Education Programs.

E. Participation by Enrollees in Subject Matter Areas.

F. Professional Preparation in Adult Education by Superintendents.

G. Comparison of Participation in Adult Education by Class of Districts.

H. Comparison of Leadership Exercised in Adult Education Programs.

I. Comparison of Fees Charged in Public School Adult Education.

J. Comparison of Teacher Pay in Public School Adult Education.

K. Comparison of Instructors Employed in Public School Adult Education.

L. Comparison of Expenditures for Adult Education for 32 Districts Having Population of 25,000 and Over.

PART II - Evaluation of the Survey Data.

A. Leadership and Supervision by Job Classification.

B. Availability of Adult Counseling.

C. Program Objectives.

D. Interest in Adult Education by Districts Which Have Discontinued The Offering of Adult Education Programs.

SUMMARY

The problem of providing for the education of adults in any adequate way is persistent and is increasing in

intensity due to the changes that are every day placing more pressure on individuals and on communities. The need for more adequate funding of adult education programs through sources other than local school district budgets and student fees is apparent.

This study was designed to describe the operational development of adult education in the public schools of Michigan. The public schools were chosen as the sample because they are the only agencies through which program objectives and financing can best be achieved, and which by law are the only public agencies through which public monies can be expended for this purpose.

The study examined some of the aspects of state and local relationships in order to provide information that might be helpful to administrators and which might serve to generate further research.

CHAPTER III

REVIEW OF THE LITERATURE

A. Review of the Literature Relative to the Philosophy of Adult Education

That mankind must continuously face problems and predicaments about which decisions must be made and solutions attempted is not novel nor new. Man has proved again and again that he has the capability and capacity for growth and development in a wide and complex variety of areas. This natural divergence of interests and motivations has caused at least two major schools of thought to emerge from the various philosophies that have been operational. The earliest philosophy concerning adult education was centered around the concept that the acquisition of knowledge was the way to acquire a cultivated mind. The emphasis was on content. With the passage of time the "liberal arts" philosophy goals have shifted from the strict acquisition of knowledge to the sharpening of judgment and from scholarship as such to an understanding of ideas and values in relation to social

and personal goals in living. Typical of the liberal arts philosophy is the statement made by Burch:

> I believe the adult educator should find his central purpose in the cultivation of fitness and excellence of the human mind. He should delight in man thinking, using his mind, and using it well. He should believe that man's dignity as a human being, his self-fulfillment as an individual, his usefulness as a member of society, are all inextricably related to the cultivation of the mind.[1]

Typical, too, of the more contemporary liberal arts philosophy is the statement made by Bradford when he wrote:

> Adult education should have the goal of freeing the individual to reach toward his potentials of growth and toward the effective use of his resources. Adult education should help the individual to understand and control the dynamic forces affecting his living and to reach appropriate decisions and solutions to his problems and predicaments.[2]

Two more quotations will serve to bring the liberal arts philosophy into focus - one by Bryson, and the other from a statement of the Fund for Adult Education Report of 1957-1959. Both statements have as their central theme the freedom of the individual. Bryson had this to say:

> What we mean by adult education, and what we want this freedom for is so that every man will learn everything that he is capable of taking. And we believe, in adult education, that if any man or any woman can face a more difficult fact, can feel some kind of deeper beauty, or can grasp a moral truth

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[1]Glen Burch, "Adult Education's Great Purpose," Adult Leadership, Vol, VII, June 1958, page 36.

[2]Leland Bradford, "Toward a Philosophy of Adult Education," Adult Education Vol. VII, Winter 1957, page 83.

> which he couldn't grasp before, that is a gain nothing can ever change. That's a gain forever. The material things will go, the human things stay. The purpose of our civilization is in humanity.[1]

The report of the Fund for Adult Education included the following statement:

> Human beings must be educated for freedom. Education for freedom is liberal education. Liberal education has an essential meaning for all members of society, and for the society as a whole. We believe that every human being is entitled to develop his talents to the fullest. We have entrusted the basic social power to all people. Therefore, we must create and improve opportunities for all people to continue their liberal education through-out life.
>
> The goals of liberal education are such qualities as sound values, awareness, knowledge, understanding and sympathy, such abilities as straight thinking, disciplined creativity, continuous learning and responsible cooperation - the human essentials of enduring freedom. While these enhance an appreciation of life, they are not only for the purpose of appreciation; the goals of liberal education are also directed toward action - the able exercise of all rights and obligations, both private and public. Self-government is not a spectator sport.[2]

The developmental school of philosophy in adult education is represented by such writers as Wilbur Hallenbeck, Coolie Verner, Jack London, Paul Bergevin, and Robert Smith.[3] Their concerns for adult education are

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[1]Lyman Bryson, Reason and Discontent, The Bryson Lectures (Pasadena: Fund for Adult Education 1954), page 19.

[2]Fund for Adult Education, Continuing Liberal Education (New York: A Report of the Fund for Adult Education, 1957-1959), page 14.

[3]Adult Education Association of the U.S.A., Community and Adult Education, op. cit., 33 pages.

centered around the community in all the complex relationships to individuals and with other communities. Four conditions are present in every community which makes their philosophy community and action oriented: (1) a community generates the needs, interests, and motivations for the education of its adults; (2) the community depends upon adult education for certain processes in its corporate life; (3) a community, with its wide variety of institutions, with their different specific purposes, and their manifold resourses, makes a broad adult education program comprehensible, feasible, and possible; and (4) a community is an ever-present laboratory useful for many kinds of learning experience in adult education.

The developmental philosophers recognize that social needs for adult education are a product of time and place. Five social functions of adult education are presented: (1) that as our civilization continues to become more technical, more specialized, more interdependent, and more complicated, an ever-rising standard of educational requirements are imposed; (2) that a changing world imposes many personal adjustments and readjustments on its people; (3) that improvement of interpersonal and intergroup relations is necessary; (4) that democracy as a principle of social

organization and as a system of values is basic to adult education programs; and (5) that the promise of civilization and democracy is the enrichment of each individual's personality, the opportunity to be free, to feel and to be important, to have more and deeper satisfactions and to enjoy many broadening experiences.

Another philosophy, that of the fully functioning personality, was expressed by John Gardner, former president of the Carnegie Corporation, when he said:

> Our educational purposes must be seen in the broader frame-work of our convictions concerning the worth of an individual and the importance of individual fulfillment . . . What we must reach for is a conception of perpetual self-discovery, perpetual reshaping to realize one's goals, to realize one's best self, to be the person one could be.[1]

The difficulty, however, of producing the fully functioning personality has been presented by Earl Kelley.[2] The difficulty starts in our elementary schools. Kelley points out that most adults and teachers in our society and classrooms have a mental set that prohibits them from

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[1]John W. Gardner, "The Servant of All Our Purposes" (New York: Carnegie Corporation of New York, 1959), pages 1 and 2.

[2]Association for Supervision and Curriculum Development, National Education Association, Perceiving, Behaving, Becoming - A New Focus for Education, (Washington: Yearbook 1962), pages 9-20.

respecting the individuality of the child. The reason, he says, is that although we claim to be democratic, the methods we use are authoritarian. This is especially true of the education process where children observe the actions of adults in ways that are far more convincing than are the words we use. The result is that early in life children acquire authoritarian and conforming concepts and ways. He claims that this produces a dilemma in the minds of children and they frequently react by withdrawing to avoid the "lines of authority" and coersions and thus attempt to hide their apparent differences. The withdrawal pattern, he claims, is continued throughout life.

Maslow[1], in discussing the concept of growth of individuals toward becoming integrated personalities, stresses the idea of need gratification. He points out that as one need is satisfied, the individual comes to recognize that there are other needs to be satisfied; that the more one knows, the more he wants to know. Maslow further points out that as schools help individuals to continuously experience satisfaction of needs through exploration, contemplation, manipulation, and enjoyment of the world, it appears very likely that the process will continue throughout life. The function of the teacher and of the school should provide the support that individuals

[1]Ibid, pages 34-48.

need when they move from the comfortable past into new and unfamiliar areas of inquiry.

Still another "needs" approach to the philosophy of adult education is expressed by Havighurst and Orr[1] in their "developmental tasks" concept of the adults themselves in their roles as parents, spouses, homemakers, children of aging parents, workers, users of leisure time, association and organization members, citizens, and friends. Incorporated into these developmental tasks are the "teachable moments" - those new situations that call for a quick response or adaptation. In these new situations adults find that learning comes readily when they are not fettered by frameworks of academic bookkeeping or accounting for credits.

Not only is it difficult to provide for individuality in adult education programs, but it is probably more difficult to place a philosophy into the context of an acceptable operational scheme. This synthesis of philosophy to operations was brought into focus by Edwards when he raised three issues:

> As mankind has traveled the long and painful road from barbarism to civilization it has accumulated a

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[1]Robert Havighurst and Betty Orr, "Adult Education and Adult Needs," Center for The Study of Liberal Education for Adults (Chicago: 1956), 66 pages.

> body of ideas, knowledge, values, and skills which constitutes the capital of human experience. Decisions with repect to the use of this experience in the educational program are of primary importance. Three important issues are involved: (1) to what extent is racial experience to be drawn upon? (2) how shall the essential elements in this experience be identified? and (3) what organization shall these elements be given.[1]

This problem was also considered by Jensen in terms of decentralization and diffusion:

> All of our societies live precariously within the balance of knowledge and power. We are committed to the decentralization of these two elements, to their distribution, because we believe that no man knows enough to exercise complete power in the interest of other men. But knowledge attracts power, and it is only by maintaining the diffusion of knowledge that we can prevent the accumulation of power. Only by constantly turning individual programs into learning programs can we come close to maintaining this diffusion and the freedom of all of us.[2]

Since educational administration is the agency through which decisions regarding program content and direction are developed and implemented, the need for philosophy and an administrative theory on the part of

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[1]Newton Edwards and Herman Richey, The School in the American Social Order (Boston: Houghton Mifflin Company, 1947), pages 851-852.

[2]Gale Jenson, Adult Education: Outlines of an Emerging Field of University Study, (Chicago: Adult Education Association of the U.S.A., 1964), pages 265-266.

of those administering programs was expressed by Simon. His statement, while made primarily to executives of business and industry, has application also to those who manage our schools:

> The need for an administrative theory resides in the fact that there are practical limits to human rationality, and that these limits are not static, but depend upon the organizational environment in which the individual's action and decision takes place. The task of administration is so to design this environment that the individual will approach as close to rationality in his decisions.[1]

The accomplishment of the above is no easy task since educators must be in competition with other public agencies in securing financial support from local and state authorities and legislative bodies. On this point Sheats quotes Robin Make, past president of the Department of Adult Education, National Education Association, as follows:

> The position of the superintendent of schools in these days admittedly is not an easy one, with many vexing problems of increasing enrollments, costly building programs, broadened curricular offerings and limited financial resources to mention only a few. However, the superintendent who fails to do what he can do to provide for the education of adults in the community is neglecting a responsibility and overlooking an opportunity.[2]

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[1]Herbert Simon, Administrative Behavior (New York: The MacMillan Company, 1960), page 241.

[2]Paul Sheats, Clarence Jayne, and Ralph Spence, Adult Education (New York: Dryden Press, 1953), page 149.

In spite of the many apparent limitations certain common guidelines have been presented by the National Association of Public School Adult Educators by which public schools may assess their roles on the basis of the needs of their communities and in relation to their institutional associates in adult education. These roles are as follows:

1. Public schools have the ultimate role of public responsibility. Public schools hold the public injunction to fill in gaps, to provide unbiased enlightenment, and to offer broad training in plentiful measure, and they cannot be exclusive as may be private institutions.

2. Public schools have the role of ready availability. They exist in every community and they have staffs that can meet with little reorientation many educational demands.

3. Public schools have a role of accessibility in terms of costs and hours convenient to the citizens.

4. The public schools have the role of adaptive flexibility, to change with times to suit new priorities.

5. The public schools have the role of initiative - they can not escape the need to assess their communities, to analyze existing levels of adult educational competence, to survey educational resources, and to determine educational minimums for responsible adulthood.

6. The public schools have the role of responsiveness - they must be ready to cooperate with any problem concerned with the public interest.[1]

B. Definition of Adult Education

The necessity for adult education programs appears to be historically and universally accepted, and much effort has been exerted throughout the world in its behalf. From the earliest times of the nation's history, a concern for education of adults in the United States has been expressed in word and deed. It is interesting to note a reaction to the American search for improvement as expressed by de Tocqueville in his observation of our society following his visit to this country in 1831. On this theme he wrote:

> In proportion as castes disappear and the classes of society approximate - as manner, customs, and laws vary, from the tumultuous intercourse of man - as new facts arise - as new truths are brought to light - as ancient opinions are dissipated, and others take their place - the image of an ideal perfection, forever on the wing, presents itself to the human mind.

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[1]The National Association of Public School Adult Educators, Focus, (Washington: 3rd Yearbook of the NAPSAE, 1963), pages 41-42.

> Continual changes are then every instant occurring under the observation of every man; the position of some is rendered worse; and he learns but too well that no people and no individuals, how enlightened soever they may be, can lay claim to infallibility - the conditions of others is improved; whence he infers that man is endowed with an indefinite faculty of improvement. His reverses teach him that none may hope to have discovered absolute good - his success stimulates him to the never-ending pursuit of it. Thus, forever seeking - forever falling, to rise again - often disappointed, but not discouraged - he tends unceasingly toward that measured greatness so indistinctly visible at the end of the long track which humanity has yet to tread.[1]

The search for improvement and the necessity of continuing education for all men provide a basis on which adult education can be broadly defined. The necessity of adult education was treated by Davidson in an essay written in 1898 in which he concluded:

> It is clear enough that the uneducated man, however well endowed with health and wealth, is a slave. In the first place, he is a slave to other people's opinions, as every one must be who fails to think for himself. He who acts upon the thought of another is practically that other's slave. This we see daily in the political world, where the great body of the people, on account of their ignorance, are deprived of their rights by selfish men who have received a good education. In the second place, he is continually faced by circumstances the bearing of which he does not understand, and hence is compelled either not act at all, or else to act in the

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[1] Alexis de Tocqueville, Democracy in America (New York: Vintage Books, 1954), pages 263-264.

> perilous dark. Worst of all, he is cooped up in a pitiful, beggardly world of facts and interests mostly of a material sort, knowing nothing of the world of science, philosophy, art, and literature. The great drama of history is blank to him.[1]

The classic report of the Adult Education Committee of the British Ministry of Reconstruction, published in 1919, introduced a new era in adult education history. For the first time a definite statement was issued by a governmental agency giving general direction, force, and definition to adult education by stating that citizenship is an integral part of national necessity. The report read in part:

> . . . the necessary conclusion is that adult education must not be regarded as a luxury for a few exceptional persons here and there, nor as a thing which concerns only a short span of early manhood, but that adult education is a permanent national necessity, an inseparable aspect of citizenship, and therefore should be both universal and lifelong.[2]

As the years of American history progressed, other writers added their views to the growing literature con-

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[1]Thomas Davidson, as quoted in American Ideas About Adult Education, (C. Hartley Grattan, Editor)(New York: Bureau of Publications, Teachers College, Columbia University, 1959), pages 85-86.

[2]R. D. Waller, A. Design for Democracy, (New York: Association Press, 1956), page 55.

cerning the necessity of education for adults and added their definitions. Alexander Meikeljohn, in a speech delivered before the American Library Association in 1924, echoed the basic concept of the "American Dream" in these words:

> I think America, more than anything else, and more than any other nation that ever existed, is a vision, a spiritual adventure, a desire for something better, a purpose, an inspiration, a determination, an enterprise into which a hundred million people have thrown themselves. And I don't believe you can understand America unless you interpret it in these terms. It is what America wants to be, what she intends to be, what she is determined to be, what she is leading the whole world toward being. That is what you have to think of when you try to understand anything in America. I believe that America intends to be and must be a democracy. That is our mission, that is what we are living for, that is our opportunity.

And, he continues:

> . . . democracy is education. There is only one thing a people can give to its citizens safely. There is only one thing a community can give to its members on a large scale and do it successfully, so far as I know, and that is education. In so far as we can educate the people, in so far as we can bring people to an understanding of themselves and of their world we can have a democracy. In so far as we cannot do that we have got to have control by the few.[1]

Many years later, another American writer, Eli Ginsberg, wrote the following on the same general topic, again

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[1]Alexander Meikeljohn, as quoted in American Ideas About Adult Education, op.cit., page 125.

expressing the national security aspect of adult education:

> A wise society will invest liberally in its people in order to accelerate its economic expansion and strengthen its national security. But it will also do so because in helping each citizen to realize his maximum potentialities it contributes to the well-being of all.[1]

And fourteen years after Meikeljohn delivered his "education for all" speech, Reeves reported to the New York State Board of Regents on the condition of adult education in New York. His report contained a definition of adult education that has found general acceptance and agreement among most adult educators to the present time. His statement reads in part:

> As a process adult education may be thought of as that activity which enables a person more efficiently to meet his personal needs, problems, or desires; more effectively to participate as an intelligent functioning member of society; and more understandingly to approach the appreciation and realization of ultimate values. Benefits, therefore, accrue to both the individual and to society.[2]

More recently a rather formal and structured definition has been presented by Verner:

> Adult education is the action of an external educational agent in purposefully ordering behavior into planned systematic experiences that can result in learning for those for whom such activity is supplemental to their primary role in society, and which

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[1]Eli Ginsberg, Human Resources: The Wealth of a Nation (New York: Simon and Schuster, 1958), page 170.

[2]Floyd Reeves, et al, Adult Education: The Regents Inquiry (New York: McGraw Hill Book Company, 1938), page 5.

> involves some continuity in an exchange relationship between the agent and the learner so that the educational process is under constant supervision and direction.[1]

Thus the definition has been broadly conceived as individual improvement, as a national necessity to guarantee security, as continuous and supplementary, and the fulfillment of the democratic ideal. New terminology has also been added into the literature of adult education as the goals and objectives become more sharply defined. Kallen has added the word "closure" to the operational definition of adult education in the following statement:

> It is a closure that the schools begin and job and home consummate and conserve. Whatever its survival function, it renders the adult mind an imprisoned mind, whose walls adult education, whether vocational or liberal, must need either raze or raise. It is only in recent years that the function of adult education has designated as liberating the learner by razing the walls of ignorance.[2]

C. Review of the Literature Relative to the General Needs of Adults

The first step in the review of the literature pertaining to the general needs of adults was to secure opinions from nationally recognized authorities who have had many years of study and observation of the overall

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[1] Coolie Verner, Adult Education - Theory and Method (Chicago: Adult Education Association of the U.S.A., 1962), pages 2 and 3.

[2] Horace M. Kallen, Philosophical Issues in Adult Education (Springfield: Charles C. Thomas, Publisher, 1962), page 77.

efforts being made toward providing educational opportunity for adults under many different varieties of sponsorship and organizational levels in both public and private institutions.

Kempfer,[1] one of the earlier writers reporting observations and practices in the adult education field, reported at length on the growth of interest in adult education, methodologies employed, and the administrative procedures as they existed prior to 1955. His textbook is typical of many reports and books regarding general increases in enrollments and classes in public school adult education programs.

Kempfer also studied and reported on the responses of adult educators themselves in an effort to determine adult education needs and interests. His study of twenty professional people in adult education revealed eleven "best" determiners, or identifiers, of adult education needs as follows:

1. Local directors of adult education, or their equivalents.

2. Area or specific field advisory committees.

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[1]Homer Kempfer, Adult Education (New York: McGraw Hill Book Company, 1955).

3. Temporary advisory committees appointed to consider a definite problem, need, course, or subfield.

4. Guidance officials.

5. A joint committee of faculty and laymen.

6. The board of education or other board of control.

7. A faculty committee.

8. An over-all lay advisory committee or council.

9. Individual members of the lay community.

10. Individual faculty members.

11. The superintendent, day school principal, or other general administrator.[1]

In still another study, Kempfer reported on the relative merits of thirteen methods of identifying adult educational needs and interests. A panel of professional workers in the field of adult education helped to develop a list of criteria which were taken to be indices of the effectiveness of methods used in identifying educational needs and interests of adults. Data on 530 public school adult education programs were gathered, as well as information on 40 junior and community colleges, to permit

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[1]Homer Kempfer, "Identifying Educational Needs and Interests of Adults," (Washington: U. S. Office of Education, Circular 330, 1951, pages 31-39.

testing the relationships among the various indices using the Pearson correlation. Interrelationships between size of program, number of educational approaches used, number of coordinating practices and number of cooperative activities were all positive and significant although low. Thirty-seven common practices were measured against each of the six indices. Each administrator rated each practice according to use in his program: 0 is seldom or never used, 1 if occasionally or sometimes used, and 2 if ordinarily or usually used. Mean index scores were computed for each rating for each practice reflected against each index. The "best" ways of identifying educational needs and interests were the following in rank order of merit:

1. Cultivation of "coordinators"or liaison people in industry, business, and community organizations who watch for opportunities for education to perform a service.

2. Receiving requests from business, industrial, labor, and community groups.

3. Study of deficiencies of adults.

4. Maintenance of extensive personal acquaintances with community leaders and groups.

5. Examination of census and similar type data.

6. Making systematic surveys of industrial, business, civic, and organizational life of the community.

7. Examination of published surveys of other communities and similar literature.

8. Examination of catalogs, schedules, publicity, and program materials of comparable institutions.

9. Acting on "hunches."

10. Being sensitive to civic, personal, and social problems of people which can be alleviated by education.

11. Checking on known interests of people.

12. Utilization of checklists and other interest finders.

13. Receiving individual requests.[1]

Kempfer sees the questionnaire and checklist as utilized more by newly appointed directors than by experienced program builders. The latter relies on community coordinators in business and industry and other civic and community-organization leaders who in a way act as an advisory council to help determine direction and offerings for his programs. Kempfer also believes that the discovery of needs and interests is best achieved through a variety of ways, that all ways have some value, but that greater reliability of analysis is accomplished by qualified community leaders.[2]

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[1]Homer Kempfer, Ibid, page 63.

[2]Homer Kempfer, op. cit., pages 67-70.

PART II

A. Rationale for State Grants-in-Aid

Legal responsibility for the conduct of education has traditionally been vested in the several States. The Tenth Amendment to the Constitution of the United States gives to the States those powers which are not specifically delegated to the Federal Government by the Constitution. This amendment has served to establish the plenary authority of the individual states in their relation to public education as a state function.

From the point of view of organization and administration, the State has become the key to educational development in America. The basic policies and framework for education is provided by the people of each state through the constitutional provisions they approve, and the laws that their legislatures enact. Whereas the rights of the fifty States are equal, the ability to initiate and to support adequate funding programs is unfortunately not so. Morphet, Johns, and Reller, writing in regard to the ability of a community to provide support for education, state:

> By wise and far-sighted provisions the people of any state can encourage and stimulate the development of a superior program of education throughout

> the state. By incorporating narrow and restrictive provisions they can handicap the development of education and make it difficult for the people in many communities to have good schools even though they may desire to do so.[1]

And, they continue:

> If every district in each state had equal ability to support schools and if each state had the same ability as each other state, the need for State or Federal support of schools would be less urgent than under present conditions, except as a means of broadening the tax base and providing greater equity for taxpayers. In no state or local system can a reasonably adequate program be provided unless sufficient funds are available to meet the costs of that program. The people in each state and community must, therefore, be concerned with adequacy of funds as well as with efficiency in organization and operation. To deny funds for schools until maximum efficiency has been attained would be somewhat comparable to the idea of denying a person an education until he can demonstrate that he can make a constructive contribution to society.[2]

The fact that local school districts can not provide adequately for the total education of the public is well documented. Moehlman states that equalization of opportunity can be accomplished by a partnership attack on the problem of providing for the total social needs of a community. His statement reads:

> The responsibility of the state for public school finance is the determination of total needs from the

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[1]Edgar Morphet, R. L. Johns, and Theodore Reller, Educational Administration, Concepts, Practices, and Issues (Englewood Cliffs: Prentice Hall, Inc., 1959), page 14.

[2]Edgar Morphet, R. L. Johns, and Theodore Reller, Ibid, page 495.

> kindergarten through institutions of advanced learning, the parallel program of adult education, the development of general plans whereby this total social need may be satisfactorily met, and the allocation of relative responsibility for producing this revenue between the community and the state.
>
> The state responsibility should be for the equalization of educational opportunity between communities and the improvement of the educational program through leadership and stimulation. No program contemplating the equalization of educational opportunity can be considered satisfactory unless it includes provision for eliminating the economic inequalities that make it impossible for hundreds of thousands of individuals to participate in opportunities.[1]

Wahlquist also voices his concern over the inability of local school districts to raise the necessary revenues for an adequate educational program, and stresses the need for states to provide more generously to the total program in these words:

> As education continues to become a national concern certain structural changes in educational administration may be forced upon us. Schooling as a fundamental function of society has outgrown the local community. There seems to be but one answer to the dilemma faced by public education, and this answer will be far from satisfactory to many of us. The answer, of course, is that the basic structure of education must reside at the state level rather than with the local community. For lack of structural provisions, many types of education are neglected in the various states. The great majority of school districts in

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[1]Arthur Moehlman, School Administration, Its Development, Principles, and Future in the United States (Cambridge: Houghton Mifflin Company, 1940), page 766.

> in the United States have no provisions for the exceptional child, the crippled, the blind or partially blind, the deaf or hard of hearing, the mentally defective, the behavioral problem child.
>
> Almost as neglected as the handicapped children are the adults. American schools have been organized primarily for children; the staff, equipment and the approach are not suited to adults. The extension work of colleges and universities, commendable as it is, rarely touches the adults who have not been to college. Yet it is generally conceded that education must be a life-long project in a democracy where all have the right to vote. Up to this time, little has been done in American education in the realm of adult education.[1]

The literature on state support of education is extensive and as the awareness of the severe limitations of local school districts to support total programs become more apparent to administrators and citizens, the demands upon the state to assume more direct financial responsibility becomes more urgent. Benson, in his analysis of the economic aspects of public education, summarizes the problem as follows:

> State grants-in-aid can be defended in terms of the three basic purposes they may serve: equalization, tax relief, and stimulation. First, the grants may be used to reduce extreme differences among districts in

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[1]John T. Wahlquist, et al , The Administration of Public Education (New York: The Ronald Press Company, 1952), pages 578-579.

> local tax burden. The second major purpose is to afford relief from local taxes. The third major purpose is to stimulate local expenditures. Stimulation may be directed toward the general level of spending or toward the extension of certain specific measures.[1]

Benson further states that the economic aspect for grants-in-aid can be stated (1) in terms of certain economic changes that have taken place in our society, or (2) in terms of the assumption that state authorities can make "better" estimates of the need for public services than local authorities.[2]

The economic interdependence that has become an integral part of community life is characterized by specialization in business and industry. The American economy has moved from the self-sufficiency of the household to the self-sufficiency of small geographic areas. The development of vast networks of transportation, communications, and the mobility of the labor force gives rise to conditions affecting the fiscal condition of local units of

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[1]Charles Benson, The Economics of Public Education (Boston: Houghton-Mifflin Company, 1961), pages 223-224.

[2]Charles Benson, Ibid, page 215.

government over which they have no control. They affect levels of employment, the size of the industrial tax base, and basic wage rates. Thus, school districts, whose benefits and services have become to be widely dispersed, vary greatly in the income level of their residents with the result that parents in poor districts pay a much greater proportion of their earnings in taxes, which in most cases do not produce sufficient revenues to support an adequate educational program. Consequently their children are handicapped throughout life due to the lack of educational opportunity.

The problem is compounded further because specialization makes it increasingly more important to lengthen and to provide a higher quality in education. The mobility of the labor resources opens the competition for jobs in any community to the graduates of any other school system regardless of the quality of education they may have received. Thus interdependence establishes a concern on the part of state governments for either the subvention or the assumption of local services.[1]

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[1]Charles Benson, Ibid, pages 216-220.

The conclusions of the various writers regarding the necessity for grants-in-aid to public schools by the various states appear to express agreement that public school districts vary widely in the tax effort which the people are willing to make for the support of education, that great variations also exist in the manner in which local properties are assessed for taxation. Other reasons include the fact that constitutionally education has long been organized as a state function, and that the state can more adequately tax the resources of the state than can the local school districts. Most writers agree that a well planned partnership between the state and the local districts can be the most efficient way of providing for education to meet the total social needs of the people.

B. Effects of Stimulation Grants

Stimulation grants have been used in many instances to encourage school districts to expand their level of expenditures toward some specific unusual need, or to stimulate some new activity. The major difficulties with these grants have been identified by Wahlquist[1] as follows:

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[1]John T. Wahlquist, et al, op. cit., page 377.

(1) Aid provided as a stimulant has come to be regarded as a permanent continuing obligation of the state, and has not been eliminated even when its usefulness has passed.

(2) If carried beyond a certain point, these grants have resulted in the state's participating in educational costs most largely in those districts which are best able to meet financial costs on their own. Many poor districts simply have not been able to raise the necessary local share of funds which would make possible the provision of added services.

(3) Stimulation grants may have a tendency of splintering the educational program, and to encourage districts to provide for a new activity without integrating them into the total program.

In addition, stimulation grants require that a school district already have some money available. Because of this, the gap between the poor districts and the school districts with adequate financial resources tends to widen. The poor districts will not have the resources necessary to take advantage of the benefits of the stimulation grants. Thus, the stimulation grants cannot be expected to solve the basic problems involved in the support of educational programs.

The capstone to this portion of the review of the literature has been stated by Knezevich:

The most significant change in the years ahead will be a movement toward consideration of the local financial resources as supplementary rather than the major

sources of school support. This is where some states are now and others will soon follow.[1]

C. The Effects of State Aid on Public School Adult Education Programs

The evidence for the support of public school adult education programs through state aid on a continuous basis appears to be significant. Studies made by the Adult Education Association of the United States of America dealing directly with the problems concerning state aid for public school adult education programs reveal positive results in both participation by individuals, and in the expansion of the curriculum. The report reads in part:

> There is substantial evidence to indicate that where state funds are employed, a far more comprehensive program of adult education develops. In ten states and the District of Columbia which have relatively adequate state aid provisions for adult education, three times as large a proportion of the adult population is engaged in public school adult education activities as in those states with little or no state aid. This means that if all states could be persuaded to deal as generously with adult education activities as do ten states, then ten million adults might be taking part in public school adult education rather than but a fifth that number.
>
> Once state aid for general education has been secured the curriculum of an adult evening school also undergoes expansion. This expansion leads mainly toward programs in health and physical education, fine arts, civics and public affairs, remedial special parent and family life education, high school completion subjects, and practical arts.[2]

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[1] Stephen Knezevich, Administration of Public Education (New York: Harper and Brothers, 1962), page 434.

[2] Adult Education Association of the U.S.A., Handbook of Adult Education in the United States, Malcolm S. Knowles, Editor (Chicago: The Assoc., 1960), pages 348-349.

Further statements of the effects of state aid in support of adult education in the public schools were made by two of the largest professional education organizations - the National Education Association, and the National Association of Public School Adult Educators. The National Education Association report stated:

> Another probable effect of state aid has been to stimulate the enrollments in small and medium-sized cities as compared with the enrollments in large cities. The NEA study of urban public school adult education programs found that during the period 1946-1947 to 1950-1951 small cities (2,500 to 30,000) enrollments increased 100.3 percent; medium cities (30,000 to 100,000) enrollments increased 187.7 percent; while large cities (over 100,000) enrollments increased 37.2 percent. These data tend to prove that state aid is an important factor in equalizing educational opportunity for adults.[1]

The NAPSAE statement read in part:

> The importance of state aid for adult education cannot be overemphasized. Such aid is essential to the encouragement of the growth of public adult education. One of the conclusions of the recent study on "Financing Adult Education" by Edward Olds was that every state should provide specific financial aid to adult education as a part of its foundation program of assistance to public schools and essentially on the same basis as that provided for elementary and secondary education.[2]

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[1]National Education Association, Division of Adult Education Service, "A Study of Urban Public Schools Adult Programs of the United States" (Washington: 1952), page 15.

[2]National Association of Public School Adult Educators, Public School Adult Education - A Guide for Administrators (Washington: The Association, 1963), pages 8-9.

In support of this policy it was pointed out that in the ten states with considerable aid, three times as large a proportion of adults were enrolled as in 38 states with little or no aid. The increase in the State of New York of state aid by five times from 1944 to 1952 was accompanied by an increase in adult enrollments by fifteen times.[1]

The NAPSAE report continued:

> State aid is a potent force both in absolute amount and because of the regulations which usually accompany it. These regulations may touch on or control the following details which must be met if the school is to have its activities approved and be reimbursed:
>
> 1. Subject matter content. Formal course outlines may have to be filed with the state education department.
>
> 2. Type of Activities. Often classes are the only acceptable from of instruction.
>
> 3. Certification of leadership. Certification regulations are often patterned after those required of teachers in elementary and secondary schools.
>
> 4. Minimum age of participants.
>
> 5. Occupation of enrollees.
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> 6. Length of course, class period, season, time of day, and other factors.
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> 7. Systematic report forms.

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[1]Adult Education Association of the U.S.A., "Financing Adult Education in America's Public Schools and Community Councils,"Edward Olds, Coordinator(Washington: The Association, 1954), pages 27-29.

> In spite of such regulation, districts located in states offering considerable aid typically enroll three times as many adults as do communities in states without aid. The difference cannot be explained in terms of degree of urbanization, per capita income, or educational levels and is undoubtedly due to the extra financial stimulation. Adult schools in states providing aid generally operate on more flexible schedules, offer activities in more subject matter areas, and utilize a wider range of educational approaches than do schools in other states.[1]

One further statement from the Adult Education Association's Handbook concerning state aid and adult tuition fees is worthy of review:

> The National Commission of Adult Education Finance found that school districts supported by state aid served 6.3 percent of their adult populations, those limited to local funds served 3.6 percent, and schools in districts which relied entirely upon tuition served only 2.7 percent.
>
> As an issue, tuition fees evoke a wide variety of opinions even among adult educators. Proponents of tuition fees cite (a) the danger of spreading resourses too thinly and undermining free public education; (b) the self-respect which adults get from paying for what they want; (c) the ability of adults to pay for what they get, and (d) the increased stability of enrollment which arises from discouraging those without serious or well-formed intention. Opponents of tuition fees emphasize that

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[1]National Association of Public School Adult Educators, Ibid, page 42.

> (a) limitations are placed upon those who most need adult education, and who are most easily discouraged - those with low educational level, with low income, and those with low incentive; (b) fees limit the ability of leadership to adjust the nature of the program to public need rather than public demand; and (c) public affairs, community development, literacy education, citizenship education, and elementary and high school courses are unlikely to be sufficiently popular for financial independence. Regardless of the merit of the argument, experience shows that three fourths of the schools which charge fees have enrollments of three hundred students or less.[1]

D. The Role of the Public School in Adult Education

The literature relevant to the role of the public schools in their efforts to carry through the mandate imposed upon them reveals a consistent pattern of concern from the organizational standpoint, and for the roles that have been prescribed to the administrators of adult education programs. It is not an easy role to resolve, for generally the administrators of adult programs have neither the authority, nor control, of the basic ingredients essential for minimal success.

Spence and Spanghold[2] point out that in several ways the most logical agency to assume the responsibility for

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[1]Adult Education Association of the U.S.A., op.cit., page 143.

[2]Ralph Spence and Benjamin Spanghold, Public School Adult Education in New York State, 1944-1947 (Albany: University of the State of New York), Bulletin No. 1391, May 1, 1950, page 27.

adult education are the public schools. They are geographically accessible to nearly everyone, they have well recognized lines of organization and administration, they possess channels for distribution and collection of funds and information. Numerically, the public school staffs represent the largest collection of educational competence within the country. Theoretically, this combination of staff, facilities, and financial resources of the public schools potentially give adult education a firm operational basis.

Clark, however, points to the marginality of adult education with the public schools in these words:

> One of the striking features of adult education in this country, organizationally, is that adult education agencies have very little freedom to develop on their own terms. They are nearly always dependent rather than independent, located within large organizations that are mainly concerned with other tasks. Adult education programs within universities, public schools, trade unions, museums, and libraries all share this dependency. Furthermore, adult eudcators are handicapped in becoming established because their aims and programs are not integrally related to the core tasks of the parent organization. Within adult education, both programs and educators, are in a word, marginal.
>
> Organizationally, the public school structure imposes a marginal position on its adult education programs. From the beginning of the public school system in this country, education for the young has been the prime concern of tax-supported institutions of learning.

Elementary schools, high schools, and in some states junior colleges fit easily into the public's image of appropriate tax-supported education. Organizationally their programs become of central importance and are strengthened by the progression of grades. Adult schools, however, present themselves as something of an anomaly. Their students are older than and differently motivated from "regular" students. Their purposes are additions to the main purposes of the public schools and are in ways dissimilar. Their organizational structure is separate from any sequence of grades. It is not surprising, then, that state and local authorities do not look upon adult education as mandatory in the sense that education of the young is mandatory upon local officials. Nor is it surprising that when laymen and school officials have to consider priorities in budgets, they rank adult education programs as non-essential. As a consequence, most adult education schools lack physical facilities of their own and generally have little fixed capital. They are frequently administered by officials whose basic responsibilities lie in other directions. Finally, adult education school administrators - whether in long established programs or in new ones - must constantly "sell" their programs inside and outside the school walls.

A second feature that complicates decision-making for adult education agencies is that each unit is not only a part of a local, complex organization, but also of a level of field of education. From the parent field comes some image of orientation and action. What image does the adult provide? What guides does it give its agencies in determining purpose? At best, the adult organizations receive an ambiguous charge. There is a degree of goal ambiguity in current adult education that is uncommon even in the history of American institutions. This ambiguity has consequences for decision-making that affect the character of organizations in the field.[1]

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[1]Burton Clark, "The Marginality of Adult Education," Notes and Essays (Chicago: Center for the Study of Liberal Education for Adults, 1958), No. 20, pages 1-2.

Public school administrators have for many years followed the line and staff form of organization that has been handed down to them by hundreds of years of tradition. The centralized authority concept, and its descending scale of power, can be traced to the Egyptian empire.[1] The authority at each level in the operation of schools is most often received from a superior above. Superintendents, in this type of organization, have as one of their many responsibilities the delegation of authority for adult education and the appointment of adult education directors.

Among the thousands of administrators in public and private organizations, according to Dimock,[2] very few are ever priviledged to begin with a concept or a set of objectives from which to build. Rather, they are more likely to become a part of an on-going established organization with goals already defined, with personnel functioning in their prescribed or ascribed roles, and with the financial means and/or support already established.

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[1]John C. Almark, "The Historical Development of School Administrators," School and Society, Volume 43, May 9, 1936, page 625.

[2]Marshall and Gladys Dimock, Public Administration (New York: Rinehart and Company, 1953), page 104.

They must, however, have the three basic tools of authority, coordination, and control with which to function.

Boards of education, by legislation, find themselves in the roles of establishing basic policies regarding the total dimension for adult education programs within their communities, and delegating the authority and responsibility to the chief administrative officer for the execution of the policies. If there are no policies for adult education by the board of education, the superintendent has nothing to delegate concerning adult programs.

Sheats, in discussing the responsibilities of the public schools, states in a very straightforward manner that:

> Public schools in a democracy are responsible for meeting the educational needs of all the people of any age group when such needs are consistent with the public interest and welfare. This responsibility does not require the duplication of educational facilities controlled by non-public groups already satisfactorily meeting educational needs nor the elimination of such non-public organizations. However, the responsibility requires the public schools to act as the judge of the adequacy of other educational organizations. This latter provision exists in part in the right given most state departments of education to accredit or to refuse to accredit public schools within their jurisdiction.[1]

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[1]Paul Sheats, et al, Adult Education (New York: The Dryden Press, 1953), pages 146-147.

McClusky[1], another early writer in the field of adult and community adult education, attempted to formulate a statement of consensus of professional workers in the field of adult education concerning the role of the public schools toward adult education. He proposed three administrative responsibilities of the American public School for the organization and administration of adult education. They are: (1) to provide such educational facilities and services as it can offer more effectively than other agencies; (2) to cooperate with and to assist non-school agencies with an educational function to increase the value of their educational services; and (3) to take or to see that some other agency takes chief responsibility for the coordination of the non-school educational activities of the community, unless some other agency is already effectively carrying on such leadership.

E. The Role of the Superintendent in Public School Adult Education

Since one of the objectives of the present study has as its concern the identification of the leadership

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[1]Howard McClusky, "Adult Education and Public Schools," (Ann Arbor: University of Michigan School of Education), Bulletin No. 16, February 1945, pages 65-69.

role that superintendents of public school districts exercise on programs of adult education, it was important to discover whether they actually do consider the viewpoints of authorities in the formulation of policies governing the development of adult education programs for their communities.

The studies of both Olds[1] and Kempfer[2] show that the many advantages of adequate local administration can be identified, and that they consider it significant that the increase in local administration was greater by far in states that had full time administration in state departments of education. It is significant, too, that the same states had stronger professional organizations.

Cave,[3] in a study of preparation programs for adult educators, concluded that (1) adult education programs have taken on a service character, that they were highly sensi-

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[1]Edward B. Olds, "Financing Adult Education in America's Public Schools and Community Councils"(Washington: The Adult Education Association of the U.S.A., 1954), 124 pages.

[2]Homer Kempfer and Grace Wright, "One Hundred Evening Schools," (Washington: U.S. Office of Education, Federal Security Agency, Superintendent of Documents, Government Printing Office 1949), Bulletin No. 4, 71 pages.

[3]William Cave, "Implications of a Graduate Training Program in the Preparation of Public School Adult Education Administrators, Based on an analysis of Administrative Practices of Directors in Selected Michigan Communities (Unpublished PhD dissertation, Michigan State Unitersity, 1957.

tive and adaptive to the expressed interests of their clientele; (2) that the basic administrative orientation of the local adult education director was "other directed," or community centered, that though all directors were generally responsible for program administration and organization, they tended to minimize the relative importance of these internal factors in favor of external non-institutional factors; and (3) that programs were found to be marginal in status. As a result directors were insecure in their positions and seemed to be somewhat detached from the regular public school staff; (4) the primary role of the adult educator was conceived to be one of service to the clientele and to significant community agencies and/or organizations. The role of service was a legitimizing basis for the programs; and (5) public relations emerged as the most important operational area in terms of program growth and development.

Cave's study, although made a year later, appears to be somewhat in conflict with a study made by Dillon and Tomlinson in which the authors state:

> Service alone does not make up an adult education program. The quality of personnel selected to implement the program is of prime importance for the ultimate fate of all programs in adult education. The quality is determined to a great extent by the personal qualities and professional training of the

> director and his staff. The most immediate crisis appears to be the lack of professionally qualified individuals who are imbued with the personal qualities necessary to assume leadership roles as directors of adult education.[1]

No studies were found which focused primarily on the selection of adult education directors by superintendents, or boards of education. One study was completed by Dillon and Treloar[2] in 1957 on factors that inhibit the development of adult education programs in Michigan. The need for funds to support adult education programs, the lack of qualified teachers, and insufficient time for the directors to develop programs were cited by the study as the three most serious factors inhibiting the development of adult education programs.

More recently the Research Division of the National Education Association[3] conducted an opinion poll of school superintendents relative to adult education concerns. The findings reveal that nearly eighty percent

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[1]Harold Dillon and William Tomlinson, "The Adult Education Director - His Qualifications and Training," College of Education Quarterly, April 1956, (East Lansing: Michigan State University), page 3.

[2]Harold Dillon and William Treloar, Factors Inhibiting Adult Education Programs in Michigan (East Lansing: Michigan State University, College of Education, 1958), 21 pages.

[3]National Association of Public School Adult Educators, "Superintendents and Adult Education," Focus, 1964 Yearbook of the Association, pages 130-137.

of the superintendents with programs were of the opinion that public schools should accept major responsibility for adult education as against 55 percent of those superintendents without programs. Eighty percent of the superintendents with programs also indicated that adult education programs should have a multiple-purpose function as against 65 percent for superintendents without programs. The two groups of superintendents were in agreement that it was "very important" to offer adult trade and vocational programs, but the teaching of recreational skills were considered "important" or " of little or no importance" by 90 percent of the superintendents with programs, and 89 percent of the superintendents without programs. On the question of finance, however, both groups of superintendents were in agreement that adult education programs, except the teaching of recreational skills, should be financed by public funds, or by some combination of public funds, tuition, and "other" sources. Recreational skills were to be taught through tuition only in the opinion of 60 percent of both groups of superintendents. The "other" source of funds was identified by superintendents as Federal support and was favored by 70 percent of the superintendents with programs and by 58 percent of the superintendents without programs.

SUMMARY

The review of the literature suggests strongly that adult education within the public schools needs a thorough review, and that adult education is practiced more in theory than in reality, and that new sources of revenues must be found if the objectives and responsibilities of the program are to be fully realized. The adult education programs do not receive their proportionate share of administrative time, nor have they been accepted as a member of the academic family.

The role of the public schools for adult education purposes has been clearly stated. The public schools are publicly supported, they have existing plants and facilities which are acceptable and would be inexpensive to use. The public schools have trained personnel, and as a local educational resource, can provide educational leadership to other educational activities for adults through a variety of partnership arrangements with the agencies and interests existing in their communities. Adult education in order to be fully realized must be seen as a different type of education from that offered in elementary and secondary schools. It requires a different curriculum, different course content, different

materials, different teaching approach, a broadly conceived counseling service, and flexible teaching facilities.

It is the intent of the author to relate the review of the literature to the adult education programs in Michigan in later chapters of this study.

PART III

Review of the Literature Relative to Education Research, Studies on Opinion and Attitude Surveys, and the Methodology of Constructing Questionnaires.

Part III of the review was centered and directed toward reports and studies on education research, and on studies on opinion and attitude surveying and reporting, and on methodology of constructing questionnaires. No information was found which applied directly, or specifically, to the problems identified with interest of superintendents, or boards of education, to adult education programs within their districts.

The writing on the subject of educational research by Hansen[1], Good[2], Dixon[3], and Travers[4] were helpful in determining the acceptability of the study in regard

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[1]Morris Hansen, et al, Sample Survey Methods and Theory (New York: John Wiley and Sons, 1953.

[2]Carter Good, and Douglas Scates, Methods of Research (New York: Appleton-Century-Crofts, Inc., 1954.

[3]Wilfred J. Dixon, and Frank Massey, Introduction to Statistical Analysis (New York: McGraw Hill Book Company, 1957).

[4]Robert M. Travers, An Introduction to Educational Research (New York: The MacMillan Company), 1964.

to the total problem in terms of the appropriateness and timeliness of the study. The references were helpful, too, in determining the design of the study, particularly in the choice of survey methods and in the choice of primary sources of information.

McNemar[1], in a detailed study, has thoroughly reviewed the methodology, measurement, reliability scales, and administration of instruments used in educational research.

Twelve criteria to be considered in the construction and organization of survey instruments were treated by Romine.[2] The construction of the survey forms, the organization of individual questions and statements for which responses were sought, and suggestions for the identification of a selective sample were based on these criteria.

Wang[3] presented several specific criteria for writing attitude and opinion statements. His suggestions

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[1]Quinn McNemar, "Opinion-Attitude Methodology," Psychological Bulletin XLIII, No. 4, July 1946, pages 289-374.

[2]Stephen Romine, "Criteria for a Better Questionnaire," Journal of Educational Research, Vol. XLIII, No. 1, September 1948, pages 69-71.

[3]Charles Wang, "Suggested Criteria for Writing Attitude Statements," Journal of Social Psychology, III, 1932, pages 367-373.

were that attitude statements must be debatable, and that each statement must contain but one thought. He further suggested that a researcher must avoid the grouping of two or more complete sentences as one attitude or opinion statement. These suggestions were considered in the formulation of Items 6 and 7 of Form B, and Items 7 and 8 on Form A.

SUMMARY

The education of adults has come to be recognized by many as a national necessity for survival of a democracy, but the philosophy that all who might conceivably benefit from education should have an opportunity to continue to learn, has not yet been accepted by those who make educational decisions at the state and local levels. Three considerations have made this difficult to achieve: (1) the definition of adult education makes the problem difficult to resolve in terms of curriculum; (2) the methodology of teaching in the public schools does not fit the pattern of "life" situations; and (3) the financial support for adult education has not been resolved. As a result adult education is marginal in concept, and is marginal in practice.

CHAPTER IV

EVALUATION OF THE DATA

PART I

Summary of Historical Comparisons

In this chapter comparisons of the historical operational data of the public schools participating in adult education programs in Michigan for the years 1956 through 1964 are presented.

These data present the trends in enrollments, program content by instructional areas, school district participation, portion of the total population served by public school adult education, comparisons of adult education expenditures as against those made for elementary and secondary school purposes, and sources of revenue for adult education.

These data also include information on fees charged, rates of pay for instructors employed, leadership exercised in behalf of adult education, and categories of instructional personnel employed. Further data are presented showing total courses offered, and of instructional personnel employed by thirty-two public school districts having populations of 25,000 to more than 500,000, as well as participation ratios and expenditures of funds for adult education made by these districts.

Figures 1, 2, 3, and 4 present the history of total enrollments, school district participation, portion of the total population served by adult education programs, and comparisons of expenditures made for adult education against instructional and current expenditures made for elementary and secondary education. Tables 1 through 8 present data on sources of revenue for public school adult education, comparison of attendance and numbers of courses offered by instructional areas, comparison of leadership exercised, comparison of fees charged, teacher pay, and instructional personnel employed for selected years.

Tables 9 through 13 provide comparisons regarding the organization of special courses for the aged, workers and young adults; high school completion programs; vocational education; non-credit college level courses; and the use of citizen advisory committees and the formulation of written policies governing adult education activities for the years 1956 and 1964.

Table 14 compares the participation in adult education programs by the various classes of districts for the years 1956 and 1964.

Tables 15 through 21 compares courses offered, and instructional personnel employed by the thirty-two school districts offering the bulk of adult education programs in Michigan, as well as comparisons of courses offered by instructional areas for the year 1963-1964, and comparisons

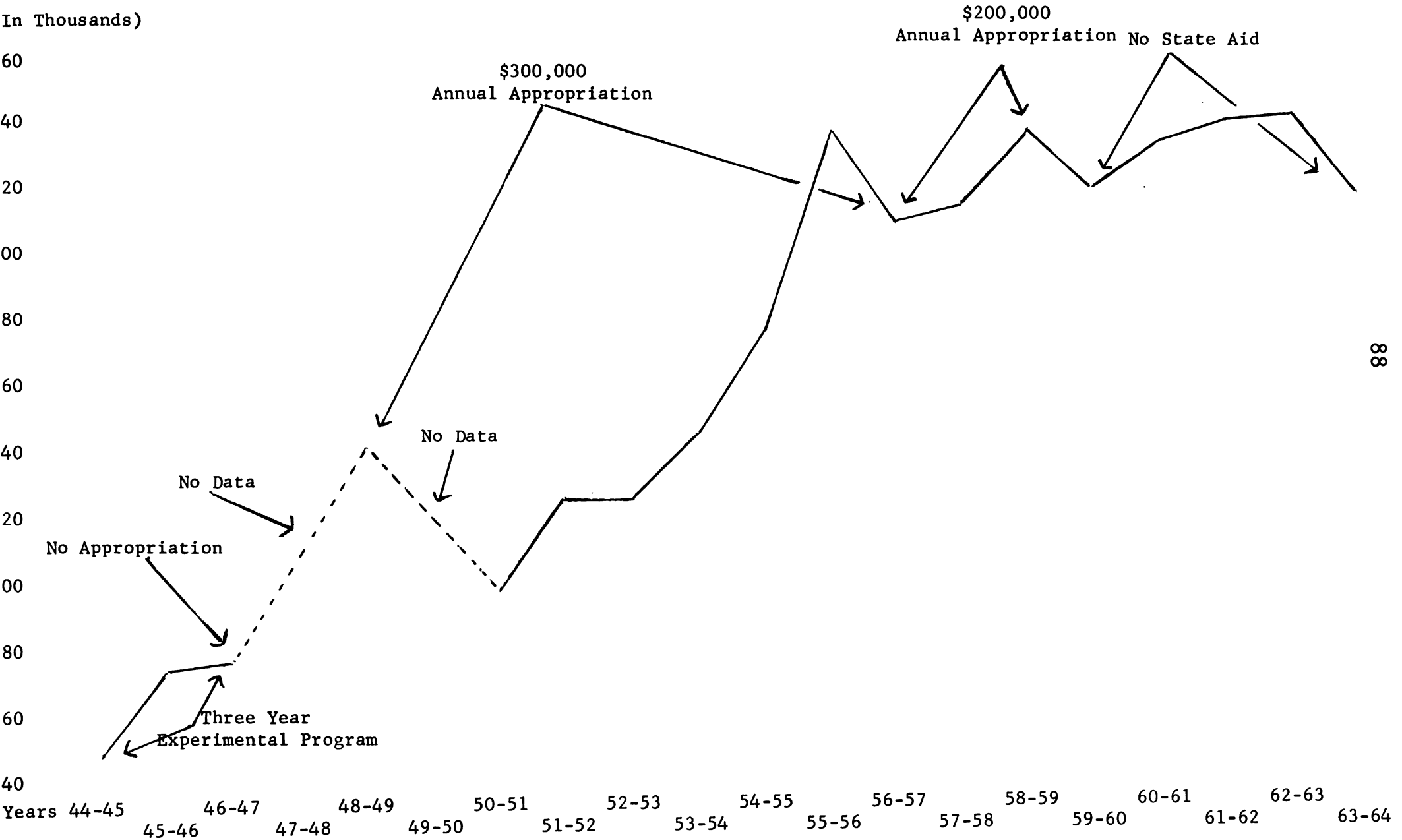
of school expenditures made for adult education by these districts for the years 1956 through 1964.

A. Total Enrollments in Public School Adult Education Programs in Michigan

Enrollments in adult education programs have fluctuated from year to year with the sharpest rise being during the years 1951 through 1956 when enrollments increased from 112,418 to 241,628 (Figure 1). Previous to that time, and with the termination of World War II, the State of Michigan initiated a three-year experimental program of aid in an effort to extend educational opportunity to the adult population of Michigan by appropriating $110,000 annually to 45 selected communities, mainly the larger cities, for the support of adult education programs in the public schools. Enrollments for the first year were 52,170, and by 1947 the enrollments had increased to 81,700. On expiration of the experimental program, and after a lapse of one year, $300,000 was appropriated for the 1948-1949 school year. Enrollments jumped to 146,862. The funding of $300,000 annually continued for eight years and enrollments continued to increase. For some unexplained reason at the height of school district participation in 1957, enrollments decreased by some 26,000 from the previous year's high of 241,628. The Legislature of the State of Michigan decreased the adult education appropriation to $200,000 for the years of 1958 and 1959. After another decrease of 17,000 enrollments in

FIGURE 1

TOTAL ENROLLMENTS IN ADULT EDUCATION PROGRAMS CONDUCTED BY K-12
Districts in Michigan - YEARS 1945-1964



1958, they rose sharply to 241,685 in 1959 although the participating school districts had dropped from a high of 230 in 1957 to 208 in 1959. For the years 1960, 1961, and 1962, further enrollment increases were experienced although the number of school districts participating continued to decrease. Enrollments of 222,634 were reported for 1964, a drop of 22,328 from the previous year, and school district participation dropped to 143.

During the period 1960 through 1964 no state financial aid was appropriated for adult education purposes by the Legislature of the State of Michigan. Most of the school districts which have discontinued to offer adult education programs are in rural areas, and the urban areas of Michigan now carry the bulk of adult education programs. (See Tables 15, 16, and 17)

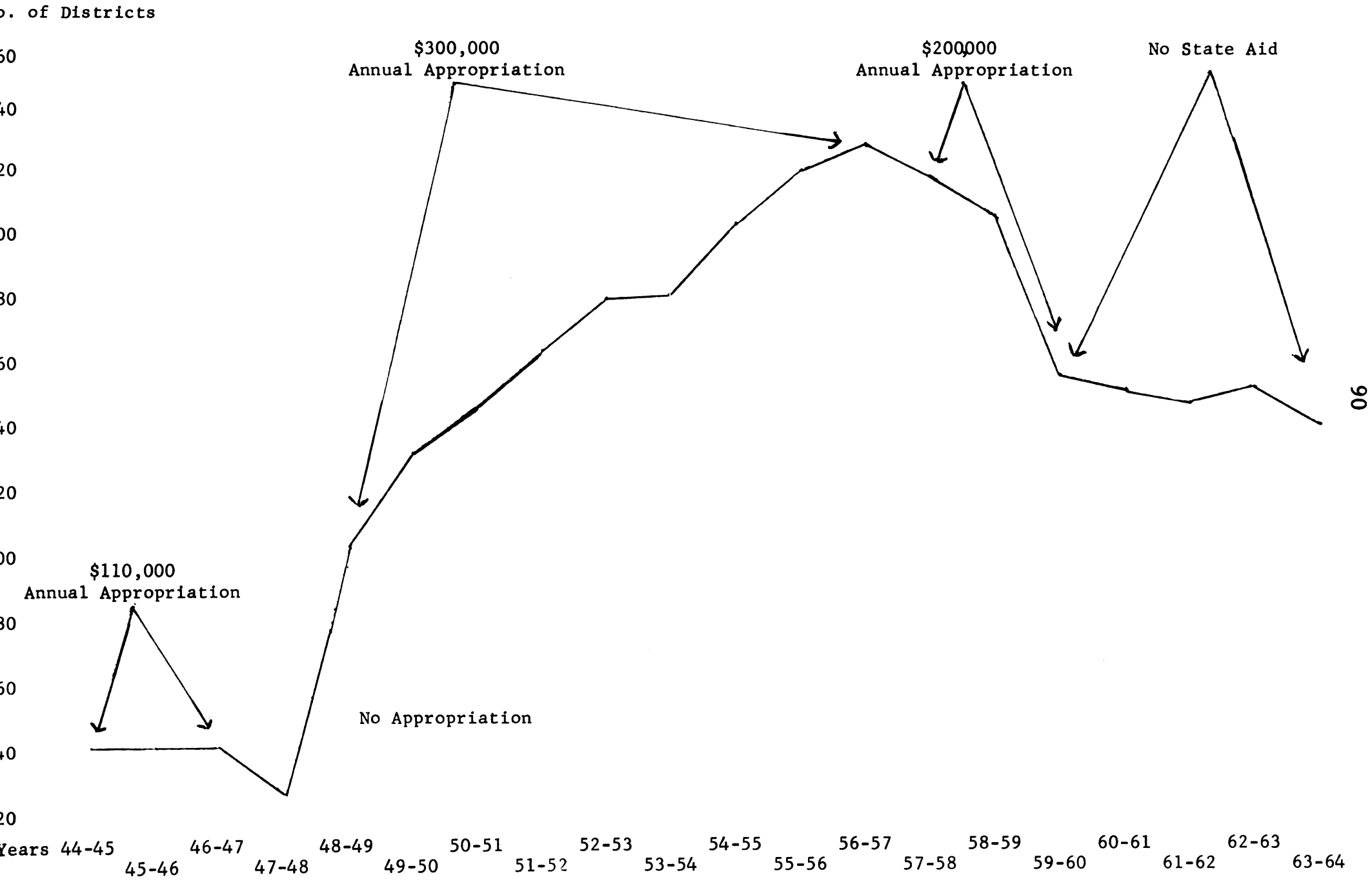
B. The Number of Participating Districts

During the school year 1944-1945, when state financial aid for general adult education first became available, 45 public school districts participated in a three-year experimental program. Figure 2 shows that the impetus of state financial aid caused a decidedly sharp increase in the number of school districts participating in adult education programs from 1944 through 1957. Since that time a steady decrease has been noted. By 1964 a total of 87

PARTICIPATION IN ADULT EDUCATION BY K-12 DISTRICTS IN MICHIGAN

FIGURE 2

PARTICIPATION IN ADULT EDUCATION BY K-12 DISTRICTS IN MICHIGAN
YEARS 1944-1964



public school districts had discontinued offering programs in adult education. Participation by the public school districts of Michigan had reverted to the 1951 level of participation.

C. Percent of Total Adult Population Served by Public School Adult Education

The limitations of the study includes only those adult education programs which are conducted by the public school districts in Michigan. Excluded are any educational activities which are carried on by the extension divisions of the state colleges and universities, Cooperative Extension Service of Michigan State University, libraries, museums, trade unions, and other organizations and institutions operating within the State of Michigan.

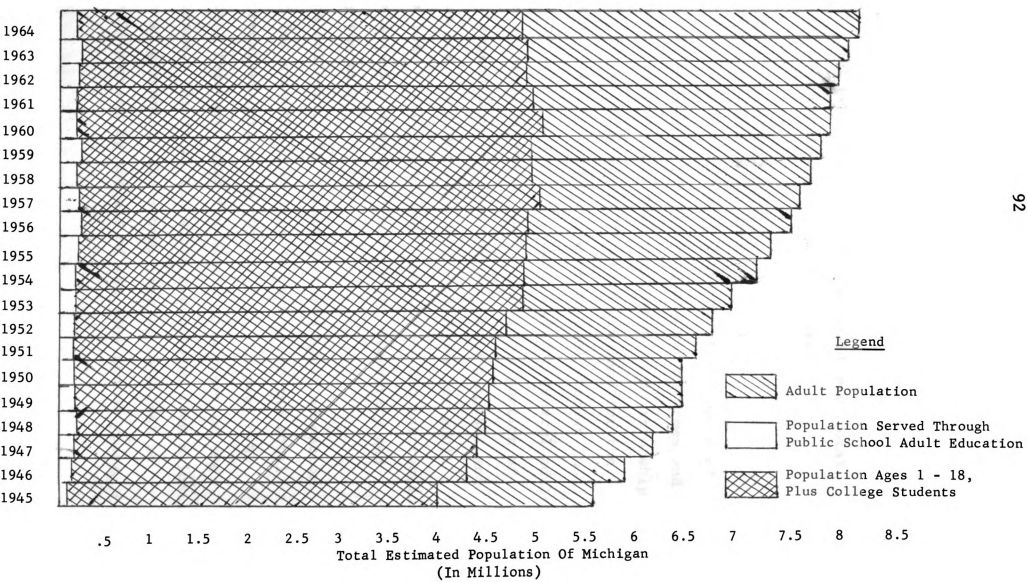
The National Commission on Adult Education Finance[1] reported that 6.3 of the adult population was served in states which provided financial assistance to the public schools for adult education purposes. The programs which were approved in these states are similar in nature to those programs which are approved by the Michigan Department of Education. The highest percentage of adult participation recorded for Michigan was for the years 1962 and 1963 when 5.2 percent of the adult population was enrolled in adult education programs sponsored by the public school districts. The figure dropped to 4.7 in 1964. Figure 3 portrays the adult portion of the population served as compared with the

[1]Adult Education Association of the U.S.A., op.cit., page 25.

FIGURE 3

PORTION OF TOTAL ESTIMATED POPULATION SERVED BY PUBLIC SCHOOL ADULT EDUCATION PROGRAMS IN MICHIGAN FOR THE YEARS 1945-1964

Sources: Dr. John Thaden, Demographer, M.S.U.
Michigan Statistical Abstracts, 1960-1962



estimated adult population and the estimated total population of the State of Michigan.

A six percent participation ratio of an estimated 5,000,000 adult population in Michigan would mean total enrollments of approximately 300,000 students.

D. Sources of Revenue for Adult Education Programs in Michigan

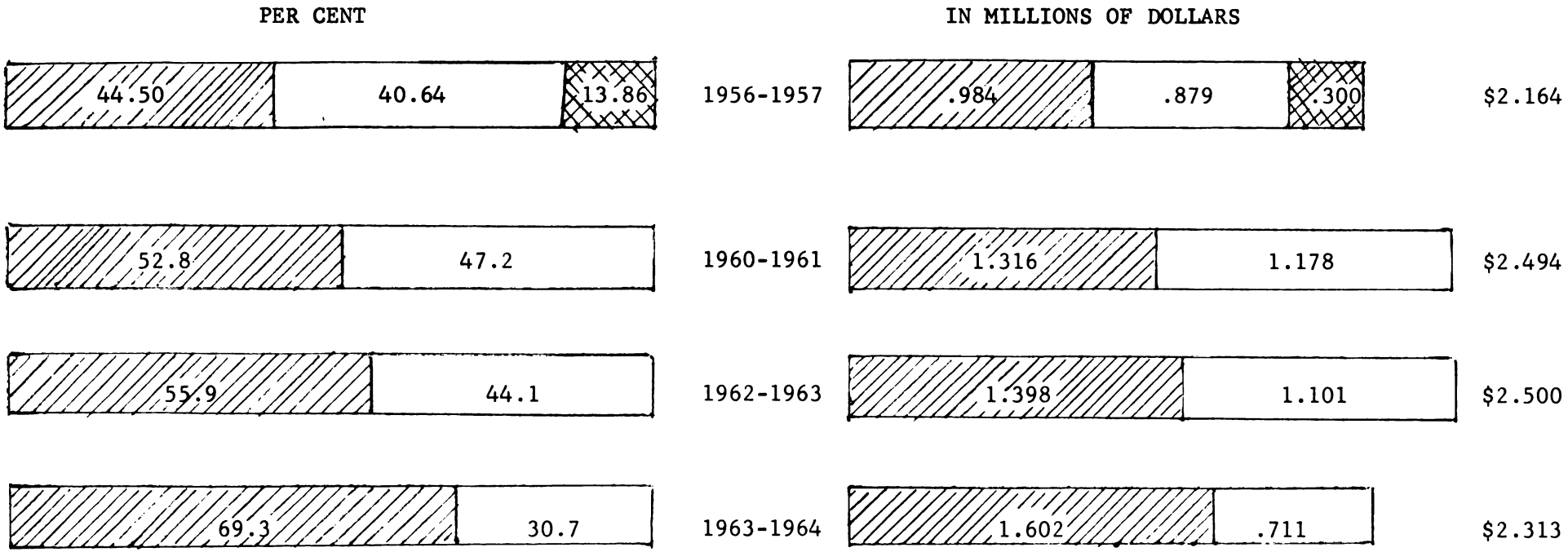
The principal sources of funds for the support of adult education programs in Michigan are student fees and local taxes. Figure 4 reflects the change in relationship of support for general adult education programs for the school year 1956-1957 and for the years 1961 through 1964.

At no time has state financial aid for general adult education in Michigan been a very significant portion of the total expenditure of funds used for this purpose, and at no time has the gross expenditure of funds for adult education been a very significant portion of the instructional and administrative expenditures made for elementary and secondary education.

The collection of student fees for adult education accounted for slightly more than 44 percent of the total revenues received during the 1956-1957 school year. By 1964 student fees accounted for nearly 70 percent of the total revenue. The local tax share had dropped from slightly more than 40 percent in the school year of 1956-1957 to less than 31 percent by the end of the 1964 school year.

FIGURE 4

SOURCES OF REVENUE FOR PUBLIC SCHOOL ADULT EDUCATION PROGRAMS IN MICHIGAN



1. Michigan Department of Public Instruction, "Public School Adult Education in Michigan," 1963-1964, Publication Number 512, 1964, Lansing, Michigan

Table 1 compares total expenditures made by all participating districts for adult education purposes against expenditures made for the instruction and administration of elementary and secondary education in Michigan. For the year ending June, 1956, the percentage of funds expended for adult education in Michigan was only forty-seven hundredths of one percent of the total expenditures made for current operational costs of the public schools. By 1964 this percentage had gradually decreased to thirty-one hundredths of one percent. The total population of Michigan during this time had increased from an estimated 7,441,000 to an estimated 8,098,000. The number of participating districts in adult education had also decreased from 223 to 143. Thus it may be observed that from the period 1945 through 1964 a major change in the relationship between state and local arrangements for financing adult education had taken place.

E. Participation by Subject Matter Areas

The major emphasis of study by adults in Michigan is on the practical rather than on academic, and more people are concerned with applied study as against theoretical, and on skills rather than on study for the sake of gaining information or knowledge. Of the five highest instructional areas in enrollments, parent and family life education accounted for better than 40 percent of the total enrollments during each of the past three years, with high

TABLE 1

COMPARISON OF GROSS ADULT EDUCATION EXPENDITURES AGAINST GROSS CURRENT EXPENDITURES MADE FOR ELEMENTARY AND SECONDARY EDUCATION IN MICHIGAN FOR THE YEARS 1945 TO 1964

Year	Gross Expenditures for Adult Education[1]	Gross Current Expenditures for Public Schools[2]	Percent Adult Education to Current Expenditures
1944-1945	$ 175,485	$ 108,805,271	.161
1945-1946	182,554	120,798,491	.151
1946-1947	201,778	139,873,826	.144
1947-1948	No Data	168,844,095	
1948-1949	814,924	193,160,466	.421
1949-1950	No Data	211,271,627	
1950-1951	901,552	234,003,930	.385
1951-1952	980,097	258,040,799	.379
1952-1953	1,202,741	283,820,095	.423
1953-1954	1,343,866	312,842,713	.429
1954-1955	1,502,444	346,858,064	.433
1955-1956	1,885,165	400,574,765	.470
1956-1957	2,164,105	444,327,168	.487
1957-1958	2,156,795	487,217,955	.442
1958-1959	2,315,491	519,510,972	.445
1959-1960	2,281,566	560,970,621	.406
1960-1961	2,494,185	611,633,960	.407
1961-1962	2,511,452	651,289,176	.385
1962-1963	2,500,467	691,489,615	.361
1963-1964	2,313,187	737,201,220	.313

[1]State of Michigan, Superintendent of Public Instruction, "Public School General Adult Education, 1959-1960," Lansing, Bulletin No. 512, 1961, page 7,and Bulletin No. 512, for the years 1961 to 1964.

[2]State of Michigan, Superintendent of Public Instruction, "An Analysis of the Revenues and Expenditures of the Michigan Public Schools," Lansing, Bulletin No. 1011 for the years 1945 to 1964.

school completion, business and commercial, practical arts, and recreational skills following in that order. The attendance comparisons for each of the instructional areas is presented in Table 2.

A comparison of the number of courses offered by each of the instructional areas for the years 1957-1958 through 1963-1964 is presented in Table 3. For the year ending June, 1964 the five instructional areas for which the highest number of courses were conducted were in the following order: practical arts, high school completion, parent and family life education, business and commercial, and recreational skills.

The percent that each of the instructional areas accounted for of the total courses offered during the two-year periods of 1958-1960 and for 1962-1964 is presented in Table 4. For the period 1962-1964, high school completion ranked first, followed by practical arts, parent and family life education, business and commercial, and recreational skills. During the 1958-1960 period practical arts ranked first, followed by high school completion, business and commercial, parent and family life education, and health, safety, and driver education. Recreational skills ranked in the sixth place.

TABLE 2

COMPARISON OF ATTENDANCE IN ADULT EDUCATION PROGRAMS CONDUCTED BY THE PUBLIC SCHOOL DISTRICTS OF MICHIGAN BY INSTRUCTIONAL AREA

Instructional Area	1957-58	1958-59	1959-60	1960-61	1961-62	1962-63	1963-64
1. Americanization and Citizenship	(13684)	(12188)	(9265)	(10253)	2931	4502	3091
2. Elementary Education: Grades 1-8	( )	( )	( )	( )	5966	4440	5188
3. High School Academic Education: Grades 9-12	28641	31510	32102	32975	34219	32625	31888
4. Business and Commercial Education	29541	32428	29854	31900	33088	30228	27318
5. Health, Safety, and Driver Education	18259	12978	12286	13677	13930	12226	11153
6. Parent and Family Life Education	24398	47495	48289	52526	58501	61179	51615
7. Classical Education	1268	2412	2245	3104	4202	5183	3995
8. Civic and Public Affairs	9813	14964	8076	10339	9489	9151	13149
9. Practical Arts	35577	41690	38196	32165	28410	29115	25904
10. Drama and Fine Arts	15685	17982	16979	15894	16582	16217	14485
11. Personal Development and Group Relationships	1456	3400	1475	4467	4032	8070	5970
12. Recreational Skills	19571	23689	23430	28608	28051	28050	24934
13. Special Education for Parents	977	949	795	2416	1332	1181	1178
14. Non-credit Courses Offered by Colleges					3568	2595	2766
Total Enrollments	198870	241685	222906	238324	244301	244962	222634
Number of Districts Part.	220	208	159	154	149	155	143

Note: Details for 1955-56 and 1956-57 not available

TABLE 3

COMPARISON OF THE NUMBER OF COURSES CONDUCTED BY PUBLIC SCHOOLS IN GENERAL ADULT EDUCATION PROGRAMS BY INSTRUCTIONAL AREAS

Instructional Areas	1957-58	1958-59	1959-60	1960-61	1961-62	1962-63	1963-64
1. Americanization & Citizenship	(538)	(653)	(531)	(511)	158	250	161
2. Elementary Education: Grades 1-8	( )	( )	( )	( )	325	257	255
3. High School Academic Education: Grades 9-12	1690	2053	1961	1935	1954	1986	1782
4. Business and Commercial	1345	1634	1481	1562	1654	1746	1443
5. Health, Safety and Driver Education	888	1078	868	802	780	824	796
6. Parent and Family Life Education	1224	1486	1716	1895	2029	1751	1600
7. Classical Education	110	134	249	153	234	224	232
8. Civic and Public Affairs	193	235	186	206	157	128	206
9. Practical Arts	1792	2176	2283	2033	1870	1930	1801
10. Drama and Fine Arts	641	778	744	704	765	745	633
11. Personal Development and Group Relationships	109	133	99	91	220	363	380
12. Recreational Skills	626	760	782	979	1020	1006	1001
13. Special Education for Parents	51	62	55	125	69	68	62
14. Non-credit Courses by Colleges					124	127	147
Total Courses Conducted	9207	11182	10955	10996	11359	11405	10499

Note: Details for 1955-56 and 1956-57 not available

TABLE 4

COMPARISON OF MICHIGAN PUBLIC SCHOOL ADULT EDUCATION COURSES BY INSTRUCTIONAL AREAS FOR SELECTED YEARS

Instructional Area	Courses 1958-1960	Percent of Total	Courses 1962-1964	Percent of Total
1. Americanization and Citizenship: Includes Eng. for non-Eng. Speaking	( )	( )	568	1.71
2. Elementary Education: Grades 1-8	1722	5.49	837	2.52
3. High School Academic Education: Grades 9-12	5704	18.19	5722	17.20
4. Business and Commercial: Typing, Shorthand, Advertising, Window Display, Income Tax, etc.	4460	14.23	4843	14.56
5. Health, Safety and Driver Education: Driver Classes, First Aid, Home Nursing, Water and Firearms Safety, etc.	2834	9.04	2400	7.21
6. Parent and Family Life Education: Classes related to Marriage, Parenthood, Home Skills, etc.	4426	14.13	5380	16.17
7. Classical Education: Classes in Philosophy, Religion, Great Books, Literature, etc.	493	1.58	690	2.07

TABLE 4--Continued

Instructional Area	Courses 1958-1960	Percent of Total	Courses 1962-1964	Percent of Total
8. Civic and Public Affairs: Local, Community, National and International	614	1.95	491	1.48
9. Practical Arts: Non-vocational Arts and Crafts, Plastics, Ceramics, etc.	6251	19.94	5601	16.84
10. Drama and Fine Arts: Music, Drama, Art	2163	6.91	2143	6.44
11. Personal Development and Group Relationships: Psychology, Guidance, Public Speaking, Leadership Training	341	1.08	963	2.90
12. Recreational Skills: Classes designed to give skills in recreational activities	2168	6.92	3027	9.10
13. Special Education: Classes for handicapped parents and parents of handicapped children	168	.54	199	.60
14. Non-credit courses by colleges in cooperation with local schools	0		398	1.20
Grand Totals	31344	100.00	33263	100.00

F. Participation in Adult Education by Class of Districts

The major portion of adult education sponsored by the public school districts in Michigan is in the heavy population centers of Michigan. The thirty-two public school districts which comprise this group accounted for 71.7 percent of all courses conducted in the state during the 1963-1964 school year, and the percentage would be still higher if figures from three of the larger cities, which did not submit reports for this year, would be included.

The detail of the courses offered, by instructional areas, by these districts are listed in Tables 5, 6, and 7. Table 5 compares the courses offered by cities having population of 100,000 to 500,000 and more. Table 6 compares the courses offered by cities having population of 50,000 to 100,000, and Table 7 compares the courses offered by cities having population of 25,000 to 50,000. Considerable variations in course offerings between districts of the same size are evident. Grand Rapids, for example, accounted for 1.5 percent of the courses offered in the state during the 1963-1964 school year, as against 2.91 percent for Lansing, and 2.37 for Dearborn. No elementary education or business and commercial courses were offered in Grand Rapids. Absent, too, were offerings in civic and public affairs, and special education for parents. Flint

TABLE 5

COMPARISON OF COURSES OFFERED IN GENERAL ADULT EDUCATION PROGRAMS IN MICHIGAN BY PUBLIC SCHOOL DISTRICTS IN CITIES HAVING POPULATIONS OF 100,000 TO 500,000 AND OVER 1963-1964

Instructional Areas	Detroit	Flint	Grand Rapids	Lansing	Dearborn	Totals
1. Americanization and Citizenship	37	12	6	11	8	74
2. Elementary Education Grades 1-8	120	56		9	2	187
3. High School Academic Education Grades 9-12	422	275	67	32	30	826
4. Business and Commercial Education	210	192		43	50	495
5. Health, Safety, and Driver Education	62	18	49	4	21	154
6. Parent and Family Life Education	58	562	2	42	63	727
7. Classical Education		2		23	7	32
8. Civic and Public Affairs		120		24		144
9. Practical Arts	113	615	40	35	22	825
10. Drama and Fine Arts	95	61		26	18	200

TABLE 5--Continued

Instructional Areas	Detroit	Flint	Grand Rapids	Lansing	Dearborn	Totals
11. Personal Development and Group Relationships	95	6		9	9	119
12. Recreational Skills	49	176		39	17	281
13. Special Education for Parents		19		4	2	25
14. Non-credit Courses offered by Colleges		1		5		6
Totals	1261	2115	164	306	249	4095
Percent of State Total	12.01	20.14	1.56	2.91	2.37	39.0

TABLE 6

COMPARISON OF COURSES OFFERED IN GENERAL ADULT EDUCATION PROGRAMS IN MICHIGAN BY PUBLIC SCHOOL DISTRICTS IN CITIES HAVING POPULATION OF 50,000 TO 100,000
1963-1964

Instructional Area	Ann Arbor	Bay City	Jackson	Kalamazoo	Lincoln Park	Pontiac	Roseville	Royal Oak	Saginaw	Totals
1. Americanization and Citizenship	1			4	3	3		9	8	28
2. Elementary Education: Grades 1 - 8		N	4	2		2	2			10
3. High School Academic Education Grades 9 - 12	51	O	43	21	15	12	8	112	26	288
4. Business and Commercial Education	20		17	19	13	9	6	64	11	159
5. Health, Safety, and Driver Education	16	R	37	4	4	6	3	17		87
6. Parent and Family Life Education	42	E	72	61	21			20		216
7. Classical Education	1		3	1				35		40
8. Civic and Public Affairs	6	P	15		1				11	33
9. Practical Arts	19		2	28	14	1	21	70	1	156
10. Drama and Fine Arts	5	O	9	8	3		4	34		63
11. Personal Development and Group Relationships	5	R	21	5				13	1	45
12. Recreational Skills	17			1	13		5	18		54
13. Special Education for Parents	3	T						9		12
14. Non-Credit Courses offered by Colleges	10							6		16
TOTALS	196		223	154	87	33	49	407	58	1207
PER CENT OF STATE TOTAL	1.9		2.1	1.5	.8	.3	.5	3.9	.6	11.5

TABLE 7

COMPARISON OF COURSES OFFERED IN GENERAL ADULT EDUCATION PROGRAMS IN MICHIGAN BY PUBLIC SCHOOL DISTRICTS IN CITIES HAVING POPULATION OF 25,000 TO 50,000
1963-1964

	Instructional Areas															
City	1	2	3	4	5	6	7	8	9	10	11	12	13	14	Totals	Per Cent
Allen Park			16	16	6		1		12	11	11	18		15	106	1.0
Battle Creek	3		23	11	3	21	2		7		3	8		15	96	.9
Birmingham				26	5	39	32		22	14	14	18		4	174	1.7
East Detroit	7	10	37	20	18	36	9		35	9	5	9			195	1.9
East Lansing				N	O		R	E	P	O	R	T				
Ferndale		9	26	42	3	51	21		42		65	10		5	274	2.6
Garden City		4	1	15	12	25			13	5	4				79	.7
Grosse Pointe	3			34	25	28	26	6	20	21	5	59			227	2.2
Hamtramck	7	7	6	9	31				13						73	.7
Hazel Park				N	O		R	E	P	O	R	T				
Highland Park	9	3	104	36	46	30		11	29	7	8	18	1	4	306	2.9
Inkster		4	20	6				5	5						40	.4
Midland	1		15	16	64	8	17		29	5	9	2	2		168	1.6
Muskegon	1	3	4	20	3	2	4		2	3					42	.4
Oak Park	5		8	10	3	21			5	12		33		31	128	1.2
Port Huron	4		39	21	24	33		5	34	27	22	19			228	2.2
Southfield		1	1	5	1		1	2	5	2	2	3			23	.2
Wyandotte			12	15	8	10	1		10	3	4			4	67	.6
TOTALS	40	41	312	302	252	304	114	29	283	119	152	197	3	78	2226	
PER CENT OF STATE TOTAL																21.2

accounted for more than 20 percent of all the courses, and offered more courses than Detroit in parent and family living, civic and public affairs, practical arts, recreational skills and special education for parents.

Of the nine cities having population of 50,000 to 100,000, Ann Arbor, Jackson, and Royal Oak accounted for a total of 7.9 percent of the state total of enrollments for the 1963-1964 school year. The nine districts conducted only ten courses in elementary education. Royal Oak conducted more high school completion, business and commercial, classical, practical arts, and drama and fine arts courses than any of the cities within this population group.

In cities having population of 25,000 to 50,000 Highland Park, Ferndale, Grosse Pointe, and Port Huron accounted for 9.9 percent of the state total of adult education courses for the 1963-1964 school year. The 18 districts in this population group combined accounted for 21.2 percent of the total courses offered in the state, and the major areas of emphasis were on high school completion, parent and family living, business and commercial, practical arts, and health, safety, and driver education.

Table 8 compares the 32 heavy population districts for total courses offered and for instructional personnel employed for two periods of time - 1957-1959 and 1962-1964.

These districts accounted for more than 73 percent of all courses conducted in Michigan in adult education for the years 1957-1959, and more than 72 percent of all courses conducted during the 1962-1964 period. These same districts also accounted for the major portion of staff and other instructional personnel employed in the adult education programs for these periods of time.

Tables 9, 10,and 11 detail the financial expenditures made by these districts for the years 1957 through 1964, excepting for the year 1961-1962 for which the details were not available. These districts accounted for more than 80 percent of the total funds disbursed for adult education for each of the years.

Table 12 compares the participation of school districts by the various classes in adult education programs for the years 1956 and 1964. All cities having a population over 25,000 conducted adult education programs, with only one exception in 1956. Cities under 25,000 had a 66 percent participation ratio in 1956 as against a 60 percent participation ratio for 1964 even though the number of districts in this population group had increased from 50 in 1956 to 75 in 1964. Fourth class districts,which are mainly found in rural areas, had an 11 percent participation in adult education programs in 1964, as against a 19 percent participation ratio in 1956. Consolidations and annexations had reduced the number of these districts from 817 in 1956 to 474 in 1964. The large fourth class

TABLE 8

COMPARISON OF TOTAL COURSES OFFERED AND INSTRUCTIONAL PERSONNEL USED IN ADULT EDUCATION PROGRAMS IN MICHIGAN BY SCHOOL DISTRICTS HAVING POPULATION OF 25,000 AND OVER FOR THE YEARS 1957-59 AND 1962-64

City	1957-1959 Total Courses Offered	1962-1964 Total Courses Offered	1957-1959 Instructional Personnel Staff	Lay	College	1962-1964 Instructional Personnel Staff	Lay	College
			500,000 and Over					
DETROIT	4973	3761	1531	377	0	951	477	3
			100,000 to 500,000					
FLINT	2877	3967	322	501	33	558	563	61
GRAND RAPIDS	178	314	45	12	2	150	5	2
LANSING	660	622	140	192	8	130	210	4
DEARBORN	685	482	124	80	0	47	194	0
			50,000 to 100,000					
ANN ARBOR	210	388	45	51	9	70	58	14
BAY CITY	151	NR	136	39	18		No Report	
JACKSON	363	454	94	44	11	92	55	6
KALAMAZOO	777	334	53	46	6	43	29	5
LINCOLN PARK	107	189	38	17	0	54	27	0
PONTIAC	72	62	44	32	0	49	26	0
ROSEVILLE	81	86	17	22	0	24	23	0
ROYAL OAK	590	808	108	134	5	100	97	85
SAGINAW	117	111	80	10	1	88	18	0

TABLE 8--Continued

City	1957-1959 Total Courses Offered	1962-1964 Total Courses Offered	1957-1959 Instructional Staff	1957-1959 Personnel Lay	1957-1959 Personnel College	1962-1964 Instructional Staff	1962-1964 Personnel Lay	1962-1964 Personnel College
			25,000 to 50,000					
ALLEN PARK	134	199	52	36	0	51	41	18
BATTLE CREEK	71	190	38	38	22	40	42	1
BIRMINGHAM	44	344	12	14	2	26	64	7
EAST DETROIT	138	354	58	20	8	88	58	4
EAST LANSING	8	4	2	2	0	1	1	0
FERNDALE	472	534	61	138	0	56	127	0
GARDEN CITY	81	139	29	6	0	41	23	12
GROSSE POINTE	273	434	58	52	8	56	72	11
HAMTRAMCK	170	129	33	10	0	29	9	0
HAZEL PARK	67	12*	33	21	0	10*	4*	0*
HIGHLAND PARK	712	612	58	60	20	63	51	0
INKSTER	146	89	68	16	8	13	23	0
MIDLAND	182	312	58	54	2	81	159	0
MUSKEGON	85	90	25	5	3	30	11	0
OAK PARK	118	254	28	26	0	60	44	22
PORT HURON	297	412	52	40	4	71	44	4
SOUTHFIELD	38	42	10	26	0	16	26	0
WYANDOTTE	127	132	43	6	0	48	5	0
Totals	15004	15860	3495	2127	170	3136	2586	269
Total for State	20389	21904	5476	3319	201	4919	3897	466
Percent of State Tot.	73.58	72.40	63.82	64.08	84.57	63.75	66.35	57.72

*No report for 1963-1964.

TABLE 9

COMPARISON OF SCHOOL EXPENDITURES FOR GENERAL ADULT EDUCATION IN PUBLIC SCHOOL DISTRICTS HAVING POPULATIONS OF 100,000 AND OVER FOR THE YEARS 1957-1964

City	1956-57	1957-58	1958-59	1959-1960	1960-61	1962-63	1963-64
Detroit	$ 877,070	$ 899,000	$ 911,810	$ 866,836	$ 893,005	$ 876,548	$460,000
Flint	304,543	252,355	266,250	338,763	361,996	404,243	523,487
Grand Rapids	25,999	26,290	37,184	37,184	49,390	60,136	64,510
Lansing	58,028	49,357	53,894	42,105	41,000	50,500	52,000
Dearborn	76,655	75,000	61,266	38,527	51,800	51,086	72,000
Totals	$1,342,295	1,302,002	1,330,404	1,323,415	1,397,191	1,442,513	1,171,997
Percent of State Tot.	62.03	60.37	57.46	58.00	56.02	57.69	50.67

Note: Detail for the year 1961-1962 was not available.

TABLE 10

COMPARISON OF SCHOOL EXPENDITURES FOR GENERAL ADULT EDUCATION IN PUBLIC SCHOOL DISTRICTS HAVING POPULATIONS OF 50,000 TO 100,000 FOR THE YEARS 1957-1964

City	1956-57	1957-58	1958-59	1959-60	1960-61	1962-63	1963-64
Ann Arbor	$ 25,532	$ 17,173	$ 20,062	$ 28,356	$ 23,613	$ 31,785	$ 37,187
Bay City	13,164	69,884	78,176	97,004	139,038	NR	NR
Jackson	35,474	37,601	48,230	41,123	40,466	48,994	46,477
Kalamazoo	19,851	16,420	24,839	18,518	16,092	18,749	18,239
Lincoln Park	12,111	10,491	14,080	14,183	18,800	17,569	17,591
Livonia	7,774	13,821	21,262	30,351	41,341	52,845	60,691
Pontiac	7,909	6,928	8,470	8,403	6,560	8,326	7,921
Roseville	6,274	5,931	5,150	6,709	6,085	5,638	6,320
Saginaw	13,477	15,699	18,379	19,884	19,910	25,577	41,982
Royal Oak	40,708	38,416	63,174	61,465	71,404	81,039	89,920
Warren	NR	3,153	4,505	8,286	6,769	6,416	12,271
Totals	$182,275	$235,517	$306,327	$334,282	$390,078	$296,938	$338,599
Percent of State Tot.	8.4	10.92	13.23	14.65	15.64	11.87	14.64

Note: Detail for the year 1961-1962 was not available.

TABLE 11

COMPARISON OF SCHOOL EXPENDITURES FOR GENERAL ADULT EDUCATION IN PUBLIC SCHOOL DISTRICTS HAVING POPULATION OF 25,000 TO 50,000 FOR THE YEARS 1957-1964

City	1956-57	1957-58	1958-59	1959-60	1960-61	1962-63	1963-64
Allen Park	$ 8,773	$ 10,953	$ 15,796	$ 12,912	$ 13,576	$ 14,379	$ 14,746
Battle Creek	28,054	26,036	10,179	10,814	12,125	29,344	32,043
Birmingham	3,237	2,233	2,032	3,776	10,012	23,384	27,846
East Detroit	9,068	14,474	14,538	18,805	NR	43,299	50,309
East Lansing	612	1,080	1,688	2,148	NR	1,200	NR
Ferndale	42,000	41,500	52,300	57,000	57,000	54,000	59,000
Garden City	2,720	3,283	2,925	3,026	3,745	6,816	8,397
Grosse Pointe	38,890	38,934	40,568	40,188	44,762	47,195	52,624
Hamtramck	11,633	15,795	17,133	10,791	11,292	12,799	14,098
Highland Park	49,649	53,506	50,676	54,000	56,000	NR	NR
Hazel Park	5,781	6,105	5,529	5,309	5,479	2,396	NR
Inkster	12,948	13,893	18,280	11,548	11,994	21,065	22,840
Midland	10,965	20,842	20,691	25,539	30,052	36,951	30,162
Muskegon	7,925	9,230	7,802	5,200	7,250	8,825	14,810
Oak Park	13,614	15,244	15,869	16,530	16,300	22,661	22,300
Port Huron	19,995	22,009	27,440	24,752	21,299	23,829	28,639
Southfield	2,726	3,526	3,595	3,907	4,958	4,347	7,547
Wyandotte	18,030	14,033	12,551	13,459	14,510	15,340	14,569
Totals	$286,620	$312,676	$319,592	$319,704	$320,354	$367,830	$399,930
Percent of State Tot.	13.24	14.50	13.80	14.01	12.84	14.71	17.29

Note: Detail for the year 1961-1962 was not available.

TABLE 12

COMPARISON OF PARTICIPATION IN ADULT EDUCATION PROGRAMS IN MICHIGAN BY CLASS OF DISTRICT FOR THE YEARS 1956 AND 1964

Class of District	1956 Number in Michigan[1]	1956 Number Participating	1956 Percent Participating	1964 Number in Michigan[2]	1964 Number Participating	1964 Percent Participating
CLASS A 500,000 and Over	1	1	100	1	1	100
CLASS B 100,000 to 500,000	2	2	100	4	4	100
CLASS C 50,000 to 100,000	7	7	100	10	10	100
CLASS D 25,000 to 50,000	11	10	91	18	18	100
CLASS E Cities under 25,000	50	33	66	75	45	60
CLASS F Fourth Class Districts Operating K-9/12 Grades	817	159	19	474	54	11
CLASS L Large Fourth Class Districts outside of Corporate Limits	124	11	9	68	11	16
Totals	1012	223	22	650	143	22

[1]State of Michigan, Department of Public Instruction, "An Analysis of Revenues and Expenditures of the Michigan Public Schools 1955-1956," Bulletin 1011, 1957, page 3.

[2]State of Michigan, Department of Education, "An Analysis of Revenues and Expenditures of the Michigan Public Schools 1963-1964,"Bulletin 1011,1966, p.3.

districts (Class L), which are located outside the corporate limits of large city districts, had an increase in participation from nine percent in 1956 to 16 percent in 1964. These districts have also experienced a decrease in numbers due to annexation and consolidation from 124 in 1956 to 68 in 1964. The same number of districts participated in each of the years for which comparisons were made.

G. Leadership in Adult Education Programs in Michigan

A comparison of the leadership exercised in behalf of adult education in the participating public school districts of Michigan for the years 1956 and 1964 is presented in Table 13. A further breakdown of the time allocated to adult education by supervisors will be presented in a later portion of the study. The administrative leadership continued to be delegated to a director of adult education. The superintendent assumed less of a leadership role in that eight percent of the public school districts reported him to be the administrative leader in 1964. Twenty-seven percent of the districts reported the superintendent to exercise this role in 1956. Selected teachers account for 19 percent of the leadership exercised in 1964, an increase of two percent over that reported in 1956, although their actual numbers decreased from 38 to 28. Principals account for nine percent of leadership in adult education in 1964, as against seven percent in 1956, although their numbers decreased from 16 to 13.

TABLE 13

COMPARISON OF LEADERSHIP EXERCISED IN ADULT EDUCATION PROGRAMS IN MICHIGAN FOR THE YEARS 1956 AND 1964

Title or Position	1956 Number of Districts	1956 Percent	1964 Number of Districts	1964 Percent
Director of Adult Education	83	37	69	48
Superintendent	61	27	11	8
Teacher	38	17	28	19
Administrative Assistant	25	11	2	1
Principal	16	7	13	9
Assistant Superintendent			8	6
Vocational Education Director			5	4
Director of Community Service			4	3
Director of Instruction			3	2
Totals	223	100	143	100

H. Fees Charged for Adult Education Programs in Michigan

A comparison of fees charged per hour of instruction for adult education in Michigan is made in Table 14. During the 1955-1956 school year, 125 of the 223 participating districts charged less than 25¢ per hour of instruction.

TABLE 14

COMPARISON OF FEES CHARGED FOR ADULT EDUCATION PROGRAMS IN MICHIGAN FOR THE YEARS 1956 AND 1964

Fees Charged Per Hour	1956 Number of Districts	1956 Percent	1964 Number of Districts	1964 Percent
50¢ per hour and over	4	2	7	5
41¢ to 49¢ per hour	13	6	29	20
26¢ to 40¢ per hour	81	36	68	48
Less than 25¢ per hour	125	56	39	27
Totals	223	100	143	100

By 1964 the number of districts charging less than 25¢ per hour of instruction had decreased to 39 of 143 districts. Only four public school districts had a fee schedule of 50¢ or more per hour of instruction in 1956. By 1964, seven districts had established an adult education fee of 50¢ or more per hour. The trend appears to favor a higher cost of instruction as the largest percentage increase is in the 41¢ to 49¢ per hour group. They accounted for six percent of the 223 districts in 1956. By 1964, this group accounted for 20 percent of the 143 participating districts. These increases substantiate the increase in the sources of revenue from student fees presented in Figure 4.

I. Teacher Pay for Adult Education in the Michigan Public Schools

Table 15 reflects an upward trend in teacher pay for instruction in adult education. For the school year ending in June, 1956, 163 of the 223 public school districts paid their instructors in adult education less than $4.00 per hour for instruction. By the end of the 1964 school year only 62 public school districts paid adult education instructors less than $4.00 per hour. In 1956, 60 districts paid their instructors more than $4.00 per hour. By 1964, 81 public school districts paid their instructors more than $4.00 per hour for adult education.

TABLE 15

COMPARISON OF PAY FOR TEACHERS EMPLOYED IN PUBLIC SCHOOL ADULT EDUCATION PROGRAMS IN MICHIGAN FOR THE YEARS 1956 AND 1964

	1956		1964	
Rate of Pay Per Hour	Number of Districts	Percent	Number of Districts	Percent
$5.00 and over	9	4	19	13
$4.00 to $4.99	51	23	62	43
$3.00 to $3.99	85	38	53	38
Less than $3.00	78	35	9	6
Totals	223	100	143	100

J. Instructors Employed for Adult Education in the Michigan Public Schools

A small decrease in the percent of regular public school staff who teach adult education classes is revealed when comparisons are made of the total number of instructors employed. The comparisons are based on the total number of each of the three categories of teaching personnel employed for two three-year periods - 1956-1959 and 1960-1964. (No figures were available for the 1961-1962 school year, so one earlier year was included.) Sixty-three percent of the total instructors came from the ranks of the regular public school staff in the 1956-1959 period. Fifty-six percent of the total instructors were from the public school staff during the 1960-1964 period. Conversely, the number of certified lay teachers had increased from 34 percent during the 1956-1959 period to 40 percent during the 1960-1964 period. Certified lay teachers are instructors other than professionally trained teachers whose educational preparation, experience, and avocational achievements are such as to qualify them for special or limited teaching assignments in adult education.

College teachers, particularly in those public school districts which have in operation a junior or community college, accounted for three percent of the instructional staff for adult education during the 1956-1959 period, and four percent during the 1960-1964 period. These comparisons are presented in Table 16.

TABLE 16

COMPARISON OF CATEGORIES OF INSTRUCTORS EMPLOYED IN PUBLIC SCHOOL ADULT EDUCATION PROGRAMS IN MICHIGAN FOR THE YEARS 1956 AND 1964

Categories of Personnel	1956 Number of Instructors Employed	1956 Percent	1964 Number of Instructors Employed	1964 Percent
Public school staff	7835	63	9630	56
Certified lay teachers	4295	34	6961	40
College teachers	345	3	611	4
Totals	12475	100	17202	100

K. Organization of Special Classes for Certain Age Groups

Special classes comprise those which are offered having a specific interest or appeal due to age or occupation. Courses dealing with aspects of retirement and old age were offered in nine percent of the public school districts in 1956. By 1964, the number of districts which offered classes to the aged had increased to 19 percent.

Courses for workers, special occupational retraining or skill building in rapidly changing occupations, were conducted by 48 percent of the public school districts in 1956, and by 55 percent of the districts in 1964.

Courses for young adults, mainly dealing with parent and family concerns, personal development, business and commercial, and health and safety education were conducted by 31 percent of the public school districts in 1956, and by 45 percent of the districts in 1964. These comparisons are presented in Table 17.

TABLE 17

ORGANIZATION OF SPECIAL CLASSES FOR ADULTS IN PUBLIC SCHOOL ADULT EDUCATION PROGRAMS IN MICHIGAN FOR THE YEARS 1956 AND 1964

	1956		1964	
	Number of Districts	Percent	Number of Districts	Percent
Special classes for aged	15	9	28	19
Special classes for workers	79	48	83	55
Special classes for young adults	53	31	68	45

L. Organization of High School Completion Courses for Adults

Twenty-nine percent of the public school districts had organized high school completion programs for adults. A small increase in the number of public school districts conducting these programs was indicated by 1964 when 31 percent of the public school districts reported the organization of these programs. The comparison for high school completion programs is presented in Table 18.

TABLE 18

ORGANIZATION OF HIGH SCHOOL COMPLETION COURSES FOR ADULTS IN PUBLIC SCHOOL ADULT EDUCATION PROGRAMS IN MICHIGAN FOR THE YEARS 1956 AND 1964

	1956		1964	
	Number of Districts	Percent	Number of Districts	Percent
High school completion courses	40	29	47	31

M. Organization of Vocational Education Courses for Adults

Vocational education courses were organized by 56 percent of the public school districts in 1956, and by 1964, a thirteen percent decrease in the number of districts conducting these programs was experienced. These programs include courses in agricultural, trade, industrial, distributive and technical education, apprentice training, and occupational guidance given primarily for the purpose of improving occupational skills. They are funded through contributions made by local school districts, the state and federal governments. Table 19 presents the comparison for the conduct of vocational education programs.

TABLE 19

ORGANIZATION OF VOCATIONAL EDUCATION FOR ADULTS IN PUBLIC SCHOOL ADULT EDUCATION PROGRAMS IN MICHIGAN FOR THE YEARS 1956 AND 1964

	1956		1964	
	Number of Districts	Per-cent	Number of Districts	Per-cent
Vocational education courses	92	56	65	43

N. Organization of Non-credit, College Level Courses for Adults

Table 20 presents a comparison of the organization of non-credit, college level programs within the public schools in Michigan. Forty-five of the 223 public school districts participating in adult education programs had scheduled some non-credit, college level courses from nearby universities and colleges to supplement their regular adult education programs during the 1956 school year. Fifty-eight of the 143 participating districts did so in 1964. This represented a 39 percent participation ratio in 1964 against a 27 percent participation ratio in 1956.

TABLE 20

ORGANIZATION OF NON-CREDIT COLLEGE LEVEL COURSES IN PUBLIC SCHOOL ADULT EDUCATION PROGRAMS IN MICHIGAN FOR THE YEARS 1956 AND 1964

	1956		1964	
	Number of Districts	Per-cent	Number of Districts	Per-cent
Non-credit college level courses	45	27	58	39

O. Use of Citizen Advisory Committees and Adoption of Written Policies

The use of citizen advisory committees for program development has been recommended by many authorities as an excellent way in which to determine community needs and to establish coordination between the public schools and the community agencies concerned with educational improvement and opportunity. During the 1956 school year one-third of the public school districts reported having a citizen's advisory committee organized for this coordination and development of program. By 1964, only 27 percent of the districts reported using the citizen's advisory committee.

No comparison can be made of the adoption of written policies as this item was not included in the information requested by the Department of Public Instruction until 1960. By 1964, however, only 35 percent of the public school districts in Michigan reported having adopted written policies to govern adult education activities.

Table 21 presents the information on the use of citizen advisory committees and on the adoption of written policies.

TABLE 21

USE OF CITIZEN ADVISORY COMMITTEES AND ADOPTION OF WRITTEN POLICIES IN PUBLIC SCHOOL ADULT EDUCATION PROGRAMS IN MICHIGAN FOR THE YEARS 1956 AND 1964

	1956		1964	
	Number of Districts	Per-cent	Number of Districts	Per-cent
Citizen advisory committees	54	33	42	27
Written policies	*		53	35

*Item not included until 1960 in AE-2 Forms

PART II

Evaluation of the Survey Data and Opinions

A total of 245 survey forms were sent to the two groups comprising the sample. Form A was sent to 95 school administrators of districts which had discontinued adult education programs. The return from this group was 73, or 77 percent. Form B was sent to 150 school districts which have operated adult education programs on a continuous basis from 1956 through 1964. The return from this group was 121, or 81 percent. Of the 73 returns from the Form A group, five returns were disqualified. Two districts reported having had adult education programs though not reporting to the Department of Education, and three districts reported their consolidation with other districts offering adult education programs. Of the 121 returns from the Form B group, four returns were disqualified. One school district reported having lost the form, two districts reported having no programs of adult education in operation, and one district returned the form unfilled because the superintendent had retired and a new superintendent had not as yet been hired.

A. Leadership in Adult Education Programs

The administration of adult education in the Michigan public schools is a delegated responsibility by the superintendent to staff members who generally spend less than one-quarter time in the administration and supervision of adult education programs.

The administration of adult education, and the establishment of policy pertaining to adult education activities, receive less than five hours per week of the superintendents' time. Table 22 discloses that of the 117 superintendents responding to a question asking for an approximation of time devoted to adult education concerns (Item 2, Appendix B), only nine percent allocate more than five hours per week to this task. Ninety-one percent reported that they allocate less than five hours per week to this most fruitful area of potential public understanding and community support. Their tasks in relation to adult education are listed by rank order in Table 23. The four areas of responsibility which drew more than fifty responses of the superintendents were (1) delegation of authority, (2) formulation of policy, (3) preparation of budgets, and (4) sharing leadership with others.

TABLE 22

ALLOCATION OF TIME BY SUPERINTENDENTS TO ADULT EDUCATION

Time Allocated	Number of Responses	Percent
0 to 5 hours per week	107	91
5 to 10 hours per week	10	9
10 to 15 hours per week	0	0
15 to 20 hours per week	0	0
More than 20 hours per week	0	0
Totals	117	100

The length of time a superintendent has been in his current position does not appear to alter his concerns for adult education. Of the 117 superintendents in the participating districts, 24 percent have been in their current positions for less than two years; 48 percent have been in their current positions from three to ten years; and 28 percent have been in their respective communities for ten or more years.

The actual supervision and administration of adult education is accomplished by various personnel job classifications. Table 24 lists nine job classifications that have been assigned the responsibility for supervising and administering adult education programs. These personnel are further arranged by their allocation of time

TABLE 23

AREAS OF RESPONSIBILITY BY SUPERINTENDENTS TO ADULT EDUCATION

Area of Responsibility	Number of Responses	Percent
Delegation of authority	114	27
Formulation of policy	104	25
Preparation of budgets	56	13
Sharing leadership with others	51	12
Working with community groups	42	9
Selection of instructors	22	6
Selection of advisory council members	19	5
Programming and scheduling classes	13	3
Certification of teachers	1	0
Totals	422	100

to adult education concerns. The percentage distribution of these supervisors is listed in Table 25, disclosing that 59 percent of all adult education supervision in Michigan is accomplished by personnel who are allocating less than one-quarter time to this function, 13 percent of the supervision is delegated to one-quarter time supervisors, and full time directors account for 12 percent of the supervision of adult education.

TABLE 24

SUPERVISION OF ADULT EDUCATION PROGRAMS
BY JOB CLASSIFICATION

Job Classification	Number	Full Time	3/4 Time	1/2 Time	1/4 Time	Less 1/4
Director	71	13	4	11	12	31
Teacher	12			1	1	10
Principal	8					8
Superintendent	7					7
Assistant Superintendent	9	2			1	6
Vocational Education Director	3				2	1
Director, Community School	5		2	1		2
Director of Instruction	3					3
Administrative Assistant	2					2
Totals	120	15	6	13	16	70

TABLE 25

ALLOCATION OF TIME BY SUPERVISORS OF ADULT EDUCATION

Allocation of Time	Percent
Full time personnel	12
Three-quarter time personnel	5
One-half time personnel	11
One-quarter time personnel	13
Less than one-quarter time personnel	59
	100

The thirty-two public school districts which provide better than 70 percent of all adult education courses in Michigan (Table 8) account for 13 full time directors, three three-quarter time directors, three one-half time directors, one quarter-time director, and five directors having less than one-quarter time devoted to adult education. Also reported for these districts were two assistant superintendents at full time, one director of community services at three-quarter time, one assistant superintendent at less than one-quarter time, one vocational education director at less than one-quarter time, and one administrative assistant at less than one-quarter time.

The responses of the administrators of the participating public school districts as to their opinions as to the type of leadership the State of Michigan should provide for the support and maintenance of trained personnel at the various levels of operation in a state-wide adult education program (Item 8, Appendix B) are presented in Table 26.

TABLE 26

OPINIONS OF PUBLIC SCHOOL ADMINISTRATORS AS TO STATE LEADERSHIP IN ADULT EDUCATION PROGRAMS IN MICHIGAN

Type of Leadership	Responses	Percent
The State of Michigan should support a full time Division of Adult Education at the state level only	60	51
The State of Michigan should support full time Adult Education personnel at Intermediate District levels only	12	11
The State of Michigan should support full time Adult Education personnel at the Local School District level only	12	11
The State of Michigan should support Adult Education personnel at:		
State and Local School District levels	15	13
State and Intermediate District levels	9	7
Intermediate and Local School District levels	1	0
The State of Michigan should not assume any responsibility for the support of Adult Education personnel at any level	8	7
Totals	117	100

Fifty-one percent of the administrators of the participating public school districts expressed the opinion that the State of Michigan should support a full time division of adult education at the state level for the purpose of coordinating and providing consultation for all programs of adult education within the state.

Eleven percent of the administrators indicated a preference to have adult education programs coordinated through the intermediate school districts, thus spreading the tax base over a county, or intermediate district, area to provide the local support for these programs.

Eleven percent of the administrators expressed an opinion that the state should contribute to the support of adult education personnel at the local school district level only.

Twenty-five percent of the administrators expressed an opinion that leadership in adult education should come from the State of Michigan, and that it should be provided by supporting both a full time division of adult education at the state level and additional personnel at the local school district level (15 percent); that leadership should be provided at both the state and intermediate school district level (nine percent); or that leadership should be provided at both the intermediate school district and local school district level (one percent).

B. Adult Counseling as a Part of the Total Adult Education Program

Adult counseling attempts to relate the students needs to factors which help to determine the curriculum of adult education programs and to the teaching methods involved. Adult counseling is involved in life situations, and deals with concerns which are specific to the development of individual skills, to retraining, and to changes in the occupational needs of the community. The responses received from the participating districts indicate that approximately half of the public school districts maintain adult counseling as a part of the total program of adult education. The responses to Item 5, Appendix B, are summarized in Table 27.

TABLE 27

ADULT COUNSELING AS A PART OF THE TOTAL ADULT EDUCATION PROGRAM

	Responses	Percent
Counseling is part of the program	60	51
Counseling is not a part of the program	57	49
Totals	117	100

C. Fulfillment of Program Objectives by Public School Districts

Administrators of both participating and non-participating public school districts were asked to express their opinions as to adult education program objectives (Item 6, Appendix B; Item 8, Appendix C). The responses disclose a somewhat divergent opinion between the administrators of school districts now operating programs and those of districts which have discontinued the operation of adult education programs. Table 28 summarizes their responses.

TABLE 28

PROGRAM OBJECTIVES FOR ADULT EDUCATION IN PUBLIC SCHOOL DISTRICTS

Program Objectives	Participating Districts Responses	Percent	Non-Participating Districts Responses	Percent
Programs should concentrate on community oriented issues	6	5	10	16
Programs should concentrate on improvement of individual skills and attitudes	58	50	35	54
Programs should concentrate on both community issues and on improvement of individual skills	51	44	19	29
Other: Cultural	2	1	2	.5
No response			2	.5
Totals	117	100	68	100

Fifty percent of the administrators of the participating districts expressed an opinion that adult education programs should concentrate on the improvement of individual skills and attitudes, while 54 percent of the administrators of the non-participating districts thought so. Five percent of the administrators of the participating districts felt that adult education should be concerned with community oriented issues, while 16 percent of the non-participating district administrators expressed this objective. Forty-four percent of the participating administrators viewed adult education in broader terms in that adult education should concentrate on both community issues and on individual improvement. Twenty-nine percent of the non-participating administrators ascribed to the broader view.

The responses of the opinions of the administrators of the participating districts as to the actual fulfillment of the program objectives (Item 9, Appendix B) are summarized in Table 29.

Thirty-four percent of the superintendents of the participating districts expressed an opinion that community and individual student needs are being met by current programs in adult education, while 66 percent felt that needs are not being fulfilled for a variety of reasons.

TABLE 29

FULFILLMENT OF PROGRAM OBJECTIVES BY PUBLIC SCHOOL DISTRICTS

	Number of Districts	Percent
Program objectives are fulfilled	40	34
Program objectives are not fulfilled	77	66
Totals	117	100

Lack of information concerning adult and community needs, plus a shortage of financial resources to provide a more comprehensive program, were cited by the administrators as main reasons for not fulfilling program objectives. Other reasons cited were the changing nature of the community, the need for advanced vocational and job retraining programs, difficulty of securing adequate numbers of students to consider high school completion programs, shortage of qualified and interested teachers, and the need for scheduling day programs for adults to complete various interest area concerns.

Also cited was the fact that some school districts are in close proximity to colleges and junior colleges where adults can secure education in more comprehensive and diverse programs.

D. Interest in Adult Education in the Non-participating Districts

The administrators of the public school districts which had discontinued the operation of adult education programs were asked to indicate whether interest in adult education had been expressed by the community, and whether the board of education had expressed any interest in reactivating adult education programs (Items 5 and 6, Appendix C). Seventy-four percent of the administrators of these districts reported that their communities had expressed interest in adult education, and 75 percent of the administrators reported that their boards of education had expressed an interest in reactivating adult education programs within their districts. Twenty-four percent of the responses indicated that community interest is negative, while 21 percent of the responses indicated that boards of education had not expressed concern over reactivating adult education programs. Table 30 summarizes these responses.

TABLE 30

INTEREST IN ADULT EDUCATION IN THE NON-PARTICIPATING DISTRICTS

Interest in Adult Education	Community Interest in Adult Education		Board of Education Interest in Adult Education	
	Responses	Percent	Responses	Percent
Interest is positive	50	74	51	75
Interest is negative	16	24	14	21
No response	2	2	3	4
Totals	68	100	68	100

E. Financial Assistance for Adult Education Programs

Table 31 summarizes the opinions of the administrators of both the participating and non-participating public school districts to a question asking what should be the financing structure to fully implement an adequate program of adult education in the Michigan public schools (Item 7, Appendix B; Item 7, Appendix C). Both groups of administrators expressed an opinion that financing of adult education should be approached on a partnership basis, with both the state and federal governments sharing the costs with the local school districts in the support of these programs. Twenty-six percent of the participating district administrators expressed an opinion that adult education should be financed through a basic

foundation program, 18 percent favor a foundation program plus additional local support. Ten percent favor an approach involving local support plus the collection of student fees.

Of the administrators of the non-participating districts, 25 percent favor the financing of adult education through local support plus the collection of student fees, 18 percent favor a combination involving additional local support to a foundation program. Only four percent of this group favored a basic foundation program to finance adult education. In view of the responses that one in four of the administrators of the non-participating public school districts favor a local support plus fee basis for the support of adult education, a question may well be raised: If this is their opinion to an adequate funding of an adult education program, why have they not implemented this philosophy within their districts?

In combinations involving federal, state, and local support, the participating district administrators responded with a 26 percent opinion in favor of this combination of resources, while 15 percent of the administrators of the non-participating districts favored this approach. It was the opinion of three percent of the administrators of the participating districts, and ten percent of the non-participating district administrators, that a special state fund only would provide

the resources to adequately support adult education financing in the State of Michigan. A special state fund, plus local support, was favored by eight percent of both groups of administrators.

TABLE 31

OPINIONS OF ADMINISTRATORS ON FINANCIAL SUPPORT FOR ADULT EDUCATION PROGRAMS

Type of Support	Participating Districts Responses	Participating Districts Percent	Non-Participating Districts Responses	Non-Participating Districts Percent
Basic foundation program	31	26	3	4
Foundation, plus local support	21	18	12	18
Local support, plus fees	12	10	17	25
Special state fund, plus local support	9	8	5	8
Federal funds matched by state and local funds	8	6	9	13
Special intermediate district or K-12 district millage	1	1	2	3
Special state fund only	4	3	7	10
Other combinations involving federal, state, and local funds	31	26	10	15
No response			3	4
Totals	117	100	68	100

F. Professional Preparation in Adult Education by Superintendents

The responses of the administrators of both the participating and the non-participating public school districts of Michigan as to whether they have participated in any college or university level credit courses dealing with adult education philosophy, theory or method (Item 11, Appendix B; Item 9, Appendix C) are summarized in Table 32. Sixty-five percent of the administrators of the participating districts, and 63 percent of the administrators of the non-participating districts, indicated that they have not participated in professional preparation for adult education by study through courses dealing specifically with adult education concerns.

TABLE 32

PROFESSIONAL PREPARATION OF SUPERINTENDENTS IN ADULT EDUCATION

	Participating Districts		Non-Participating Districts	
	Responses	Percent	Responses	Percent
The superintendent has taken or participated in adult education courses dealing with philosophy, theory or methods.	40	35	23	34
The superintendent has not participated	76	65	43	63
No response			2	3
Totals	117	100	68	100

G. Program Enrichment Through College or University Extension

College credit extension courses were conducted more frequently in those public school districts of Michigan which participate in adult education programs. Credit extension courses were conducted in 46 percent of the participating districts on a regular schedule as against in 18 percent of the non-participating districts. Another 40 percent of the participating districts reported that credit extension courses were conducted on a "sometime" basis. Forty-four percent of the non-participating districts reported that they never have extension courses conducted in their districts. Fourteen percent of the participating districts do not schedule extension courses.

In scheduling non-credit college level courses, in which more of the adult members of a community could participate in educational opportunity and through which a public school district could supplement and enrich its curricular offerings in a variety of study areas, the non-participating public school districts were again at a disadvantage. Twenty percent of the participating districts reported scheduling non-credit college level courses on a regular basis. Only six percent of the non-participating districts did so. Forty-five percent of the participating districts scheduled

non-credit courses on a "sometime" basis as against 31 percent of the non-participating districts. Sixty-three percent of the non-participating school districts have never scheduled college level non-credit courses. Thirty-five percent of the participating districts reported that they do not schedule non-credit courses. The percentages are summarized in Table 33.

TABLE 33

PARTICIPATION BY UNIVERSITIES AND COLLEGES IN PROVIDING EXTENSION CREDIT AND NON-CREDIT COLLEGE LEVEL COURSES

	Participating Districts Percent			Non-Participating Districts Percent		
	Reg.	Some-time	Never	Reg.	Some-time	Never
Credit extension courses	46	40	14	18	38	44
Non-credit college level courses	20	45	35	6	31	63

SUMMARY

Adult education in the Michigan public schools is practiced more in theory than in practice. Seventy-eight percent of the public school districts offering secondary education programs have not done so even though permissive legislation permits them to provide for their financial support through appropriations from their operational budgets.

Only a very small portion of the total adult population have opportunity to participate in general adult education programs due to the refusal of the boards of education to provide the necessary resources for their implementation. The history of operations for the past nine years reveals that funds appropriated for public school adult education are declining sharply in comparison to total current expenditures made for elementary and secondary programs.

The adult education programs in Michigan are urban centered, in that thirty-two public school districts in the major population areas of the state conduct the bulk of the programs offered currently.

The administrators of the participating districts are of the opinion that much needs to be done in order to fully implement adult education with the public schools. Program objectives are being fulfilled

to the extent of only 34 percent in the opinion of the administrators of the participating districts.

The administrative supervision for adult education has 72 percent of the leadership provided by personnel who devote one-quarter time or less to this function.

It is the opinion of the majority of public school administrators that local school districts cannot adequately support adult education, and that the method of financing previously used was not too popular.

It is the opinion of the administrators of the participating public school districts that the State of Michigan should support a full time division of adult education at the state level to provide coordination and consultation to the public school districts.

Program enrichment, through the scheduling of college and university extension credit and non-credit courses, appears to be concentrated and practiced in those districts which are now conducting adult education programs. It is apparent, too, that the non-participating public school districts not only deprive their respective communities of basic adult education opportunities, but they also deprive them of an opportunity for many other types of educational experiences by not scheduling available non-credit courses.

CHAPTER V

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Introduction

The purpose of this study was to describe the participation of the public school districts of Michigan in the conduct of adult education programs and to determine the changes that have developed since the discontinuation of state financial aid to the public school districts for adult education. Underlying this objective was the purpose of providing information which might serve to stimulate further research concerning adult education as it is now being conducted through the media of the secondary public school districts.

The procedure for conduting the study was carried out in four parts: (1) the securing of historical reports and records from the Department of Public Instruction, State of Michigan, relative to adult education programs, (2) the profiling of the history of operational data concerning adult education as was reported by the participating districts to the Department of Public Instruction through the submission of annual reports; (3) the construction of the questionnaires

and the use of a panel in order that items could be refined, and (4) the collection and analysis of the data from the two groups of administrators of public school districts to whom the questionnaires were mailed.

A summary of findings is presented at the conclusion of each of the Chapters II, III, and IV. Certain conclusions were drawn after analysis of these findings, the supporting data, and review of the literature. These conclusions are presented in answer to the data presented.

Conclusions

Leadership in Adult Education

Ninety-one percent of the superintendents of the public schools of Michigan, who administer adult education programs, devote less than five hours per week in the interests of adult education. The administration and supervision of adult education activities in Michigan is primarily conducted by personnel who devote less than one-quarter of their time to this delegated responsibility. The supervision is further fragmented in that nine separate job titles were uncovered within the personnel job classifications which provide the supervision of adult education in the public schools of Michigan.

The majority of the administrators of the participating public school districts in Michigan express an opinion that the State of Michigan should exercise more positive leadership in adult education by providing personnel at both the state and local levels in order that program objectives can be more fully implemented and fulfilled.

Leadership in adult education in Michigan suffers due to the lack of formal exposure to the philosophy, theory, and methods of instruction for teaching of adults. It is apparent that the professional schools involved in the training of school administrators are not primarily concerned with extensive programs for the broad exposure of students to the problems and opportunities of adult or continuing education programs.

Instruction in Adult Education

The trend indicated by the study reveals that a larger portion of the instruction in adult education programs is being conducted by certified lay teachers (40 percent in 1964, up six percent from 1959), and that the use of regular public school staff is decreasing (56 percent in 1964, down seven percent from 1959). College teachers accounted for four percent of the instruction in 1964.

Rates of Pay for Instruction

The rate of pay for instructors in adult education, while continuing to rise, is below $5.00 per hour of instruction for 87 percent of the instructors. Six percent of the instructors still receive less than $3.00 per hour of instruction.

Participation in Subject Matter Areas

Parent and family life education accounted for the highest enrollments, with high school completion, business and commercial, practical arts, and recreational skills following in that order. Excepting for the sake of gaining information and knowledge in the area of parent and family life education, adult students in Michigan are more interested in the practical rather than on academic, and are more concerned with applied study as against study that is theoretical in nature.

Financing of Adult Education

Adult education in Michigan has a low priority when budgets are concerned. At no time has the percentage of gross expenditures made for adult education exceeded approximately one-half of one percent of the gross expenditures made for current operations for elementary and secondary education. The highest percentage recorded was .487 percent during the 1956-1957 school year, and since that time the percentage has

gradually decreased. By the end of the 1964 school year the percentage had dropped to .31 percent. During the period of time in which state financial aid was available to the public school districts (1945 through 1959, excepting for the school year ending June 30, 1948), the percentage of state financial aid to gross expenditures for adult education dropped gradually from a high of 36.81 percent in 1949 to 8.6 percent in 1959.

Enrollments in Public School Adult Education Programs

Enrollments in public school adult education increased sharply during the years in which state financial aid was available for the support of the programs. With the discontinuation of state financial aid enrollments have fluctuated from year to year, with the sharpest decline experienced during the 1964 school year.

Portion of the Adult Population Served by Public School Adult Education

The highest percentage of the adult population served by the adult education programs of the public schools in Michigan was during the years 1962 and 1963 when 5.2 percent of the adult population was served. The percentage dropped to 4.7 in 1964.

School District Participation in Adult Education Programs

Public school district participation rose steadily from 1945 through 1956 at which time 223 secondary districts were participating in adult education programs. Since that time the number of districts have gradually decreased. As of the end of the school year 1964, the number had decreased to 143, which represented only 22 percent of the 650 secondary public school districts in Michigan.

Adult Education in the Public Schools of Michigan is Urban Centered

Thirty-two public school districts in Michigan, with populations ranging from 25,000 and more, account for 72 percent of all the courses offered in adult education programs, and for more than 70 percent of the total enrollments. Sixty percent of the cities under 25,000 population do not offer adult education programs, and only 11 percent of the rural fourth class districts conduct adult education programs. Sixteen percent of the large fourth class districts outside of corporate limits of the larger cities offer programs in adult education.

Recommendations

The analysis of the historical data available and the information gained from the questionnaire forms has served to raise more questions than were originally anticipated. Recommended for further study are each of the following areas:

1. Needs of Adults in Michigan

In order that program objectives of the public school districts, and of the community colleges, might be more meaningful and more fully implemented, a comprehensive study involving a multi-disciplinary approach involving political, social, and behavioral sciences should be undertaken of Michigan continuing education concerns within the public schools.

A further study should be conducted to consider the present rates of participation by education, sex, age, and occupation for more immediate improvement of programming and instruction.

2. Barriers to Participation by Individuals

It is necessary to understand the kinds of existing barriers to participation in adult education programs. These barriers may be the lack of knowledge by citizens of community resources, of facilities for adult instruction, patterns of experience with adult

education courses, and reasons why adults have enrolled in selected adult education courses. Further barriers to participation in adult education courses may be uncovered through a study of teaching methods and techniques employed, the lack of professional preparation of the instructional staffs, and lack of knowledge of adult interests and motivations.

3. Research Involving Business and Industry

Research is recommended as to the involvement of business and industry in supporting adult education as a part of employee in-service or retraining education, or education into entry occupations.

4. Research Involving New Educational Media

Research is recommended to determine the extent to which television and other new instructional media, can be used effectively and efficiently by adult members of Michigan communities.

5. Research Involving Work Goals of Women

Research is recommended as to home and work goals of women by socio-economic levels.

Based upon the conclusions the following courses of action are recommended:

1. An examination of the desirability for the establishment by the Department of Education, State of Michigan, of a central Adult Education Authority, or a Michigan Adult Education Institute, to provide the financial support, leadership and guidance to local public school districts, and to the community college districts, of Michigan to serve as a coordinating agency for program development and for state and federal government grants.

2. That the Department of Education, State of Michigan, provide financial assistance for adult education through a basic foundation program available to all public school districts and community college districts of Michigan.

3. That the Department of Education, State of Michigan, undertake to determine the conditions under which the currently 507 non-participating public school districts of Michigan could be induced to reactivate adult education programs within their districts.

4. That the Department of Education, State of Michigan, develop specific proposals for defining the job classification and description of supervision of adult education in the public school districts and community college districts in order to improve the leadership for adult education in Michigan.

Summary

This study was intended to provide information useful for further study and answer certain questions raised concerning the present status of adult education programs in Michigan which are conducted by the public school districts. These recommendations and suggestions have been made in order that further research and action can be contemplated.

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APPENDICES

APPENDIX A

MICHIGAN STATE UNIVERSITY EAST LANSING · MICHIGAN 48823

COLLEGE OF EDUCATION · DEPARTMENT OF ADMINISTRATION AND HIGHER EDUCATION
ERICKSON HALL

We are conducting a study of the changes that have taken place in the general adult education programs conducted by the K-12 school districts in Michigan. In particular we are attempting to determine what changes have taken place in program content, administrative leadership, teacher personnel, and financing since the cut-off of state appropriations in 1959 for general adult education programs. Details of the operational aspects of the programs have been secured from the AE-2 Forms which have been submitted by the various school districts to the Michigan Department of Education for the Years 1956 through 1964. Since the administrators of the Michigan K-12 districts have had primary responsibility in the decisions affecting adult education programs, we are, therefore, asking for your help in this study.

It is hoped that the information from this study will not only be helpful to the school districts of Michigan and the Department of Education in Michigan, but that it will also have significance to other State Departments of Education. The results will, we hope, indicate the trends that are emerging in Michigan.

We are asking that you fill in the enclosed questionnaire and return it to us in the self-addressed, stamped envelope by Friday, May 13, 1966.

Sincerely yours,

Stanley E. Hecker
Professor
Administration and Higher Education

Elmer S. Anttonen
Study Director

esa

Enclosures

GENERAL ADULT EDUCATION PROGRAM

QUESTIONNAIRE

FORM B

According to records (AE-1 and AE-2 Forms) maintained by the Adult Education Section of the Department of Education, Lansing, Michigan, your school district has maintained a continuous program of adult education activities for a number of years. While the study is concerned with the effects upon general adult education programs following the cut-off of state appropriations, and important phase involves answers to questions regarding attitudes and opinions of school administrators of those districts which have continued to maintain and support these programs with or without state aid.

Information requested on this form will be treated confidentially. Please answer each item thoughtfully and accurately. Most items can be answered by circling the yes or no responses; by circling the letter or letters preceding the statement, or statements, most appropriate; or by writing a brief phrase. Additional comments to any question are welcome.

1. Length of time you have been in your current position as superintendent of schools.

   a. Less than one year
   b. 1 or 2 years
   c. 3 to 5 years
   d. 5 to 10 years
   e. 10 to 20 years
   f. 20 years or more

2. Approximate number of hours you spend per week in the interest of adult education.

   a. 0 to 5 hours per week
   b. 5 to 10 hours per week
   c. 10 to 15 hours per week
   d. 15 to 20 hours per week
   e. More than 20 hours per week

3. Please check those tasks which are a part of your responsibility in relation to adult education programs within your district.

   a. Formulation of policy
   b. Sharing leadership with others
   c. Delegating authority to others
   d. Teaching in adult education program
   e. Selection of instructors
   f. Working with community groups
   g. Preparation of adult education budgets
   h. Selection of advisory council members
   i. Programming and scheduling adult education courses.

Page 2
Form B

4. Please write in the position and/or title of the individual who is exercising over-all supervision of the adult education program in your school district.

_____
Position

Time Allocated to adult education:
_____Full Time _____1/4 Time
_____3/4 Time _____Less than 1/4 Time
_____1/2 Time

5. Do you have any provisions for adult counseling as a part of your total services to residents of your school district?

Yes No

6. What, in your opinion, should be the basis for establishing program objectives for adult education in public school districts of Michigan?

a. Programs should concentrate on community oriented issues and problems.

b. Programs should concentrate on the improvement and development of individual skills and attitudes.

c. Other, (explain) _____

---

7. What, in your opinion, should be the financing structure necessary to fully implement adult education programs in the public school districts of Michigan?

a. The State of Michigan should support adult education through legislative appropriations as a part of the basic foundation program of school aid.

b. The State of Michigan should support adult education through annual special appropriations from normal state revenue.

c. The adult education program for the State of Michigan should be financed by the Federal Government on a matching basis with State and local funds.

d. Adult education in Michigan should be financed through special intermediate district, or K-12 district, millage as is permitted by current legislation for special education.

e. Adult education in Michigan should be financed by K-12 districts, commensurate with local resources, and by charging such fees as may be determined adequate by the local district.

f. Adult education in Michigan should be financed by combining the financial resources of two or more of the alternatives listed above in a, b, c, d, and e. If your selection is f, which of the alternatives, or combinations, would you choose?

a. b. c. d. e.

Page 3
Form B

8. Strong leadership is essential to the success of any program. To what extent should the State of Michigan contribute support toward the maintenance of personnel at various levels in the operation of a state-wide adult education program?

a. The State of Michigan should support a full time division of adult education at the state level for purposes of coordinating all adult education programs.

b. The State of Michigan should support full time divisions of adult education at the intermediate school district levels for the purpose of conducting and coordinating public school adult education programs within these districts.

c. The State of Michigan should support a full time director of adult education in each of the K-12 school districts for the purpose of conducting and coordinating adult education programs within the district.

d. The State of Michigan should support the following combination of services (a, b, or c above) in order that adequate programs of adult education might be conducted and coordinated throughout the State of Michigan.

a. b. c.

e. The State of Michigan should not assume any responsibility for the support of personnel at any of the levels in the operation of general adult education programs.

9. In your opinion, is the current program of adult education in your school district fulfilling the needs of the community?

Yes No

10. If your answer to Item 8 is No, what needs are not being fulfilled?

_____

_____

11. Have you ever taken or participated in university or college credit courses dealing specifically with adult education philosophy, theory, or methods?

Yes No

12. To what extent do state supported, or private, universities or colleges offer the following adult education activities within your district?

a. Non-credit courses: Never_____ Sometimes_____ On regular schedule_____

b. Credit extension courses: Never_____ Sometimes_____ On regular schedule_____

APPENDIX D

Please mail one copy of this form to the Department of Public Instruction on or before June 30, 1962

Form AE-2
Page 1

State of Michigan
Department of Public Instruction

REPORT OF GENERAL ADULT EDUCATION PROGRAM
1961-1962

Mr. Lynn M. Bartlett
Superintendent of Public Instruction _____1962
Lansing, Michigan

The undersigned, superintendent of the school district of _____ in said county and state, says that the information and data about classes and enrollments as recorded herein are correct; and that all said teachers hold valid Michigan teaching certificates.

District No._____City of_____County of_____

Name of District_____Address_____

_____
Superintendent

Part I - Enrollment and Attendance Date:

Col. 1 Instructional Area	Col. 2 No. of Classes Taught	Col. 3 Total Clock Hours of Instruction	Col. 4 Total Enrollment	Col. 5 Sum of Actual Student Attend-ance Hours*
1. Americanization and Citizenship: include Eng. for non-Eng. speaking				
2. Elementary Education: include grades 1 through 8				
3. High School Academic Education: include grades 9 through 12				
4. Business and Commercial Education: typing, shorthand, advertising, window display, income tax, etc.				
5. Health Safety & Driver Education: driver classes, first aid, home nursing, water and firearms safety, etc.				
6. Parent and Family Life Education: all classes relating to marriage, parenthood, home skills, etc.				
7. Classical Education: classes in philosophy, religions, Great Books, literature, etc.				
8. Civic and Public Affairs: such as local, community, national and international problems				
9. Practical Arts: include all non-vocational arts and crafts classes as plastics, ceramics, gardening, etc.				
10. Drama and Fine Arts: include all classes in music, art, drama				
11. Personal Development and Group Relationships: such as personal psychology, guidance, public speaking, leadership training				
12. Recreational Skills: include all classes designed to give skill in recreational activities				
13. Special Education: include classes for handicapped adults and parents of handicapped children				
14. Non-credit courses offered by colleges in cooperation with local schools				
TOTALS				

*Do not confuse enrollment and attendance: Column 5 is obtained by adding the actual student attendance-hours of all class periods of the classes taught.

Part II - General Data

A. Course descriptions of listings in Part I
(Item numbers correspond to those on Page 2)

Instructional Area	Title of Courses Taught
1. Americanization and Citizenship	Need not be listed
2. Elementary Education	Need not be listed
3. High School Academic Education	Need not be listed
4. Business and Commercial Education	Need not be listed
5. Health, Safety, and Driver Education	
6. Parent and Family Life Education	
7. Classical Education	
8. Civic and Public Affairs	
9. Practical Arts: Crafts and Avocations	
10. Drama and Fine Arts: Music, etc.	
11. Personal Development and Group Relationships	
12. Recreational Skills Classes	
13. Special Education Classes	
14. Non-credit courses by colleges cooperating with local schools	

B. General

1. Were courses offered for high school credit?_____. If "Yes", give number enrolled for whom high school rate of State aid was claimed_____; and the number of equated memberships for which this accounted_____; also the number of others enrolled for whom no State aid was claimed:_____.

2. Were high school diplomas issued to adult graduates?_____. If "Yes", give number issued:_____.

3. Did you conduct educational activities specifically designed for:
The Aging?_____ The Worker?_____ The Young Adult?_____

C. Financial policies and practices:

1. What was total expenditure for general adult education: $_____

a. administration _____
b. teachers' salaries _____
c. materials and supplies _____
d. equipment and furniture _____
e. custodial services _____
f. plant operation charges _____

2. What was total receipts collected in student fees? $_____

3. Fees charged averaged per student hour of instruction: (check one)

25¢ or less ____ 41¢ to 50¢ ____
26¢ to 40¢ ____ Over 50¢ ____

4. Teachers' hourly wage for instruction averaged: (check one)

$3.00 or less ____ Over $7.00 to $10.00 ____
Over $3.00 to $5.00 ____ Over $10.00 to $15.00 ____
Over $5.00 to $7.00 ____ Over $15.00 ____

5. Did your school district conduct classes for adults approved for reimbursement by the State Office for Vocational Education? _____

D. Personnel data and organization:

1. Check the number which most nearly indicated the amount of leadership, in full-time workers, assigned to adult education: More than one: _____; one: _____; between $\frac{1}{2}$ and 1: _____; between $\frac{1}{4}$ and $\frac{1}{2}$: _____; less than $\frac{1}{4}$: _____; none: _____.

2. Number of teachers of adults employed:
Public school professional staff _____
Lay leaders with special certificates _____
Four-Year college teachers _____

3. Did you involve a committee(s) of citizens in planning or promoting adult classes? Yes_____. No_____.

4. Are extra-community collegiate institutions encouraged to channel their adult class services through a local advisory committee or the schools? _____.
Do they? _____.

5. Have you a written statement of policy governing adult education with regard to such matters as purpose, finance, articulation, leadership? _____. If so, has it been discussed and accepted by the administration? _____.