

AN ASSESSMENT OF THE
EXPECTATIONS OF SCHOOL
ADMINISTRATORS CONCERNING THE
INVOLVEMENT OF SCHOOL-COMMUNITY
ADVISORY COUNCILS IN THE
EDUCATIONAL DECISION-MAKING
PROCESS

Thesis for the Degree of Ph. D.
MICHIGAN STATE UNIVERSITY
GERALD N. TIROZZI
1973



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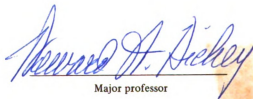
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of School Administrators Concerning the Involvement of
School Community Advisory Councils In the
Educational Decision Making Process
presented by

Gerald N. Tirozzi

has been accepted towards fulfillment
of the requirements for

Ph.D degree in Administration and
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ABSTRACT

AN ASSESSMENT OF THE EXPECTATIONS OF SCHOOL ADMINISTRATORS CONCERNING THE INVOLVEMENT OF SCHOOL-COMMUNITY ADVISORY COUNCILS IN THE EDUCATIONAL DECISION-MAKING PROCESS

By

Gerald N. Tirozzi

Permeating education today is an intense feeling of concern and despair generated by the urban citizenry as they interpret and evaluate the quality of education which their children are receiving. This concern is reflected in a growing suspicion and distrust of school administrators responsible for formulating educational policies. As a result community residents are determined to have a more active and meaningful involvement in their schools--and to have it now. This new concept of a partnership in education, one that incorporates community investment, is rapidly emerging in the educational circles of our country.

There is an urgency for school administrators to grasp the implications associated with community involvement in school governance and the resultant ramifications which are necessitated by its genesis. The involvement

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of citizens in the educational decision-making process has been referred to by many educational authorities as being one of the most pressing issues facing educators today.

The Purpose

The main purpose of the study is to assess the perceptions of school administrators concerning: the functions of school-community advisory councils; which individuals and groups would support the councils; the effect the councils would have on school-community relationships; and the effect the councils would have on educational decision making and administrative effectiveness.

The study is also intended to provide insight concerning administrative perceptions of the effect the school-community advisory councils would have on improving the schools' educational program, whether or not the councils are viewed as being important and necessary components of the school system, and the major advantages and disadvantages of councils.

Methodology

The sample population for the study consisted of all principals (59), all community school directors (56), and a selected group of central office administrators (39) of the Flint, Michigan public school system. A structured questionnaire developed by the researcher

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was used to gather the data necessary to fulfill the purposes of the study. A total of 86 per cent (129 out of 150) of the sample population responded to the questionnaire.

The data were analyzed with the assistance of the Research Consultation Office in the College of Education at Michigan State University. The statistical techniques used include the multivariate test of equality of mean vectors and the univariate analysis of variance.

Major Findings

All findings are based on a careful analysis of the perceptions of the three sample groups for each of the areas examined.

Perceived Functions of School-Community Advisory Councils

1. Significant differences exist on five of the twenty-three functions related to potential school-community advisory council involvement.
2. Councils should have their greatest involvement in those functions relating to: neighborhood oriented problems; human relations projects; community use of school facilities; fund-raising activities; and planning activities for adults and children.

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3. Councils should have the least amount of involvement in those functions relating to: planning the school budget; in-service training of staff; selection of staff; and evaluation of staff.

Perceived Support for School-Community Advisory Councils

1. Significant differences exist concerning three of the eighteen groups listed as potential supporters of school-community advisory councils.
2. The highest degree of support for councils comes from the Mott Foundation, the school board, community school directors, principals and central office administrators.
3. The lowest degree of support for councils comes from the United Teachers of Flint (UTF), the city administration, higher income groups, students, and school custodians.

Perceived Effect of School-Community Advisory Councils on School-Community Relationships

1. Significant differences exist on two of the twelve variables which relate to the effect of school-community advisory councils on school-community relationships.
2. The formation of councils will result in increased communication and understanding between the

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schools and the community; the community developing a more positive attitude toward the administrative staff and the board of education; and administrators and teachers becoming more aware of community problems.

3. The formation of councils will not result in the community having less confidence in the schools' educational program and a less positive attitude toward teachers and administrators.

Perceived Effect of School-Community
Advisory Councils on Educational
Decision Making

1. Significant differences exist on two of the five variables relating to the effect of school-community advisory councils on educational decision making.
2. The formation of councils will result in the board of education becoming more responsive to the community, and the community and teaching staff having greater involvement in educational decision making.
3. The formation of councils will not result in a decrease in the authority of principals and central office administrators in making educational decisions.

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Perceived Effect of School-Community
Advisory Councils on Administra-
tive Effectiveness

1. Significant differences exist on the five variables relating to the effect of school-community advisory councils on administrative effectiveness--when considered as a total set rather than as individual variables.
2. Councils have the potential to improve the ability of community school directors and central office administrators in carrying out their respective duties and responsibilities, and are necessary for the effective administration of schools in the district.
3. Councils will not hinder the board of education in developing school policies and will not impair the effectiveness of principals in administering their school program.

Perceived Effect of School-Community
Advisory Councils on Improving
the Educational Program

1. No significant differences were noted on the one question relating to the effect of councils on improving the schools' total educational program.
2. The formation of councils will result in an improvement in the schools' total educational program.

Perceived Value and Importance
of School-Community Advisory
Councils

1. No significant differences were noted on the one item relating to the value and importance of school-community advisory councils.
2. Councils will prove to be valuable and important components of the school district.

Major Advantages and Disadvantages
of School-Community Advisory
Councils

1. The major advantages of school-community advisory councils will be: more communication between the schools and the community; the community having a better understanding of the schools' programs; improved home-school relationships; and the school becoming more responsive to community needs.
2. The major disadvantages of school-community advisory councils will be: the councils developing into "power groups" and ultimately becoming vehicles for community control of schools; the councils not being truly representative of the communities they serve; and being dominated by self-interest groups desirous of "doing their own thing"; and the difficulty involved in interpreting and maintaining the advisory role of councils.

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The study also reveals that community school directors score highest on all variables where significant differences are noted and also on the majority of all variables tested.

Interpretations

The study clearly points out that the three sample groups of school administrators perceive the highest degree of involvement for school-community advisory councils in nonacademic related functions--those which connote involvement in concerns "outside" of the school and activities which take place "after" school. Minimal involvement is perceived for councils in matters relating to the "traditional" school program--namely personnel, curriculum, budget, and in-service training. This finding represents a significant aspect of the study which should be taken into consideration when assessing the perceptions of the three sample groups for each of the other areas investigated.

The perceived advantages and disadvantages, cited in the study, provide additional insight and understanding concerning the attitudinal mindset of the three sample groups.

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A THESIS

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Department of Administration and Higher Education

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Special thanks are extended to Mary Kennedy, consultant in the Research Consultation Office in the College of Education at Michigan State University, for the time and considerable assistance she rendered to the author in writing appropriate computer programs and advising on the analysis of the data.

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CHAPTER I

STATEMENT OF THE PROBLEM

Introduction

There exists in this country today a driving force, if not an obsession, for personal autonomy. Or, more specifically stated, a desire for human freedom. This need must be interpreted against a background of what has gone "wrong" in America--or stated in a more succinct manner--the betrayal and loss of the American dream. The rapid growth of technology, the rise of the corporate state, the social inequities, and the manner in which the state dominates, exploits, and ultimately destroys both nature and man are the primary factors which have given genesis to the new generation.¹ People are beginning to question rather than accept, look rather than ignore, and ask rather than be quiet.

It is an underlying desire of man to regain his dignity, remake the technological society which threatens to enslave him, and to right the social injustices that

¹Charles A. Reich, The Greening of America (New York: Random House, 1970), p. 2.

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surround him. All these give added credence to Charles Reich's dramatic warning:

There is a revolution coming. It will not be like revolutions of the past. It will originate with the individual and with culture, and it will change the political structure only as its final act. It will not require violence to succeed, and it cannot be successfully resisted by violence. It is now spreading with amazing rapidity, and already our laws, institutions and social structure are changing in consequence. It promises a higher reason, a more human community and a new and liberated individual.²

A revolution of this type will be accompanied by a roaring current of change--so powerful that it will overturn institutions, shift our values, and shrivel our roots.³ It can be predicted that one of the social institutions which will be most affected by Reich's conceptual revolution will be education. It is undoubtedly the most visible and most vulnerable of all the social institutions. Education is the only institution which serves all of the children of all of the people. It ranks at the very top of our societal value system, or as Peter Drucker has pointed out:

Education has become the key to opportunity and advancement all over the modern world replacing birth, wealth, and perhaps even talent. Education has become the first value choice of modern man.⁴

²Ibid.

³Alvin Toffler, Future Shock (New York: Random House, 1970), p. 1.

⁴Peter R. Drucker, The Age of Discontinuity: Guidelines to Our Changing Society (New York: Harper & Row, 1968), p. 311.

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Education is highly esteemed because of what is regarded as its profound and measurable impact on an individual's life chances. In Brown v. Board of Education this point is asserted in a most positive manner:

Education is perhaps the most important function of state and local government. . . . In these days it is doubtful that any child may reasonably be expected to succeed in life if he is denied the opportunity of education.⁵

Education has also become the largest nation-wide community expenditure in the American economy. More is spent on education than all of the nondefensive community services together--including health care, welfare, and farm subsidies.⁶

It is this high degree of exposure, spiraling expenditures, and societal expectations which have marked education as a prime target of the new consciousness of America. Adding to this susceptibility is the suspicion that all is not well with education. Critics attack from both the philosophical right and left, citing the failings, inadequacies, and shortcomings of our system of public education. While these criticisms are directed at both suburban and urban schools, the major outcries of despair, anger, and indignation are directed at the central city schools. To be more specific, a major

⁵Brown v. Board of Education, 347 U.S. 483, 493, Sup. Ct. (1954).

⁶Drucker, op. cit., p. 311.

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dissatisfaction is reserved for the ghetto schools, populated mainly by blacks, Puerto Ricans, and Chicanos. The general feeling is that the suburban child will succeed in spite of our educational system. Melby writes:

When homes and communities are disadvantaged the school also tends to be disadvantaged; but even when it is not, the school program alone appears ineffective. The next outcome is that the middle-class child survives academically in poor as well as good schools, but the disadvantaged child cannot survive without a school different from what we have now. Finally, it should be kept in mind that the weaknesses of the education program injure all children but that the injury is critical for the disadvantaged.⁷

The inequities of urban education are most evident. In New York City, one out of three pupils is a year or more behind the national norm in reading; in Washington D.C., pupils in four out of five schools perform below national norms. In the black ghetto the figures are even more stark--nearly 85 per cent of Harlem school children are more than two years behind the national norm in reading. The tragedy of the situation is that the racial gap increases the longer the black student remains in school. By the last year of high school, the black child is, on the average, educationally three and one-half years behind his white counterpart.⁸ The bleak record of

⁷ Ernest O. Melby, "The Community Centered School," Childhood Education, XLIII, No. 6 (February, 1967), 316.

⁸ Maurice R. Berube and Marilyn Gittell, Confrontation at Ocean Hill-Brownsville (New York: Praeger Publishers, 1969), pp. 3-4.

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⁹ Report
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the inequalities of public education for ghetto children is further reinforced by the fact that in the metropolitan North and West three times as many blacks drop out of school as whites.⁹ Much of the present rhetoric used in educational publications refers to the inadequacies of urban education. Charles Silberman refers to the failures of public schools as "killers of the dream."¹⁰ Jonathan Kozol uses the term "educational genocide"¹¹ to describe what is happening to urban children in the schools. Maurice Berube and Marilyn Gittell refer to the failure of city schools to educate children as "a national disgrace."¹²

It is against this backdrop of failure and despair that the residents of the urban centers of America have awakened--especially those representing the minority groups. They are beginning to hold the public schools accountable for their children's educational failure and have begun to demand the right to participate in the

⁹Report of the National Advisory Committee on Civil Disorders, Otto Kerner, Chairman (New York: New York Times Co., 1968), p. 425.

¹⁰Charles E. Silberman, Crisis in the Classroom, The Remaking of American Education (New York: Random House, 1970).

¹¹Jonathan Kozol, Death at an Early Age (Boston: Houghton Mifflin Co., 1967).

¹²Berube and Gittell, op. cit., p. 3.

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operation of the public schools. This demand far transcends the right to elect school boards that fashion school policy; it reaches into the democratic ethic, projecting a communal involvement in the ultimate decision-making process in public education. This new concept of a partnership in education, one that incorporates community investment, is rapidly emerging in the educational circles of our country. Parents are determined to have a permanent voice in matters pertaining to their schools and to have it now. Underlying this desire is the realization that education is most crucial to the ghetto resident because as the American dream would have it, education can operate as a social equalizer. There is full recognizance that failure in education is terribly final and, ultimately, spells the end of the American dream of progress through education.¹³ A statement by Rhoddy McCoy, the controversial ex-administrator of the Ocean Hill-Brownsville experimental school district, probably best sums up the attitude of inner-city residents toward the educational system: "Everyone else has failed, we now want the right to fail for ourselves."¹⁴

¹³David R. Hunter, The Slums (New York: Free Press, Macmillan, 1964), p. 109.

¹⁴Albert A. Briggs, "Educational Decision Making," National Association of Secondary School Principals, LIII, No. 337 (May, 1969), 179.

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Urban residents, in increasing numbers, are perceiving this lack of involvement--or control--as the critical factor negating their potential to affect meaningful changes within school systems. Passow writes:

They have called for a transfer of policy control from fossil like school administrative units to the community. They have demanded key roles in decision making over all aspects of the educational process. Their argument is that increased accountability will result from such involvement and control.¹⁵

Berube and Gittell reinforce this contention: "In most American cities the public has little say about how their schools are run; urban school systems, dominated by professionals, remain isolated and unaccountable to their public."¹⁶ In a cogent fashion Lopate relates the dilemma confronting urban school systems:

Although the democratic tradition of this nation presupposes that citizens will actively participate in political decision-making, political and administrative momentum has often led to increased centralization of power, varying degrees of representation rather than participation, and often the alienation of citizens from decisions which affect their lives. In education, the rise of big city school systems has widened the gulf between decision-makers and those affected by the decisions, and many school systems are now too large to sensitively administer to the needs of their clients.¹⁷

¹⁵ A. Harry Passow, ed., Reaching the Disadvantaged Learner (New York: Teachers College Press), p. x.

¹⁶ Berube and Gittell, op. cit., p. 4.

¹⁷ Carol Lopate, et al., "Some Effects of Parent and Community Participation on Public Education," ERIC--IRCD Urban Disadvantaged Series, No. 3 (February, 1969), p. 36.

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The Kerner Commission Report states the problem with great clarity:

In an atmosphere of hostility between the community and the schools, education cannot flourish. A basic problem stems from the isolation of the schools from the other social forces influencing youth. Changes in society--mass media, family structure, religion--have radically altered the role of the school. New links must be built between the schools and the communities they serve. The schools must be related to the broader system which influences and educates ghetto youth.

Expansion of opportunities for community and parental participation in the school system is essential to the successful functioning of the inner-city schools.¹⁸

Permeating education today is an intense feeling of despair and hopelessness generated by the urban citizenry as they interpret and evaluate the quality of education their children are receiving. This dissatisfaction has manifested itself and surfaced in the form of distrust of school officials responsible for formulating educational policy. The ultimate results being that community residents are desirous of, and in many cases committed to, having an active, meaningful involvement in educational decision making. This involvement can take several directions: school policy-making bodies can remain highly bureaucratic and further polarize and alienate the community; the advocates of community control of schools can prevail and completely take over the school system; or the educational hierarchy can

¹⁸ Report of the National Advisory Committee,
op. cit., p. 440.

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awaken and open the doors to citizens, accepting them as partners in the educational decision-making process. The road that educators choose to travel, regarding community involvement, will have far-reaching implications for the future of public education.

Administrators involved in the process of developing viable means of community involvement in educational decision making face many difficult and frustrating tasks in the days that lie ahead. However, as Drucker notes: "They are tasks of today and not of the year 2000. But--they are the tasks to which we have to address ourselves to deserve tomorrow."¹⁹ (Emphasis added.)

Purpose of the Study

It would seem logical to assume that there is little to be gained from arguing the merits of who should be involved in matters relating to educational decision making. Harris, in a recent study of citizen participation, writes:

It should be quite apparent that both lay citizens and professional educators must contribute to the educative process if it is to be successful. Further, the choice of who should determine should be more or less based upon the nature of the problem, rather than the position one occupies in the community.²⁰

¹⁹Drucker, op. cit., p. 382.

²⁰George D. Harris, Jr., "A Study of Citizen Participation in the Educational Decision-Making Process as Perceived by Parents from a Lower Socio-Economic Neighborhood" (unpublished Ph.D. dissertation, Michigan State University, 1970), p. 140.

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In a concluding statement Harris speaks of the difficulty of achieving this desired result:

The task of bringing people of varying cultural backgrounds, experiences, and abilities together as a smoothly functioning adjunct to the educational institution is an extremely delicate and difficult process. If not carried out with a minimum of friction between the parties involved, irreparable harm can be done that would tend to exacerbate an already tenuous relationship.²¹

It is against the backdrop of these realistic and pragmatic appraisals that the purposes for this study have evolved.

The concept of citizen involvement in the educational decision-making process will obviously have a direct impact on school administrators and their ultimate role in school management. It would appear that it is extremely important to have a more insightful understanding concerning the manner by which, and the extent to which, administrators perceive citizen involvement in educational matters. An observation germane to this point is: "The way a leader perceives his role determines his actions."²² It should then follow that in order to gain a greater understanding of how school leaders (administrators) will react to citizen involvement, it becomes necessary to analyze their perceptions of this emerging concept. In essence, the overall

²¹Ibid., p. 153.

²²Edgar L. Morphet, Roe L. Johns, and Theodore L. Reller, Educational Organization and Administration (New Jersey: Prentice-Hall Inc., 1967), p. 133.

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objective of this study was to assess the expectations of school administrators--in an urban school district--as they related to the involvement of the lay citizenry in the educational decision-making process.

The city of Flint, Michigan was chosen as the urban school district in which to conduct this study. Flint had recently taken the initiative to commit itself to developing a more direct meaningful partnership with lay citizens in educational matters. This hopefully would be accomplished through the development of school-community advisory councils in each of the Flint schools. The commitment of the Flint Board of Education to achieve greater community involvement was implicitly noted in its recently adopted goals:

Citizenship in a Democracy----The Flint Community Schools must present a program of instruction and an internal climate which will incubate and exemplify the values of democracy in action, and which will be conducive to the development of responsive and responsible citizenship and the potential for leadership.

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Parental and Community Involvement----It is essential that individual parents, parents as organized groups, and other community organizations and agencies be involved in a meaningful way in the planning and implementation of school programs at all levels. Mechanisms which now exist for such involvement and other means and mechanisms should be supported and further refined. Not only is it desirable that parents, students, and other lay citizens be involved in the activities of the schools, but that educators be meaningfully involved in community affairs.²³

²³Goals of The Flint Board of Education, Adopted at a public meeting, March 8, 1972.

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The Superintendent of the Flint School System strongly reaffirmed the Board's commitment to the development of school-community advisory councils as vehicles to achieve these desired goals:

We are deeply committed to the notion of community involvement and we have charged every principal to develop a meaningful effective community advisory council. Our board is serious about listening to, and getting feedback from, the community it serves in order to better serve that community. So the community advisory councils will be a very important part of our total operation.²⁴

It is also important to note that the Flint Board of Education had recently appointed a Task Force, whose specific designated purpose was to develop guidelines for the impending development of the school-community advisory councils.

The willineness and urgency which characterized the Flint school system's attempt to plan and implement an appropriate vehicle for citizen participation, provided a climate of interest which was highly conducive to the purpose of conducting a study of the type described herein.

The initial purpose of the study was to determine the functions and responsibilities of school-community advisory councils and the extent to which this involvement should take place--as perceived by school administrators.

²⁴Peter L. Clancy, Address to Total Staff of Flint Community Schools, September 6, 1972.

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A second purpose of the study was to determine which individuals and groups, in the Flint community, were perceived by school administrators to be supportive of the concept of school-community advisory councils.

A third purpose of the study was to assess the manner in which school administrators perceived the effect of school-community advisory councils on school-community relationships.

A fourth purpose of the study was to assess the manner in which school administrators perceived the effect of school-community advisory councils on educational decision making.

A fifth purpose of the study was to examine the perceptions of school administrators concerning the effect of school-community advisory councils on administrative effectiveness.

The objectives of the study stated herein were investigated by examining the perceived differences among the three administrative groups surveyed--school principals, community school directors, and central office administrators. A careful analysis of the degree to which the three groups differed in their perceptions, and the specific areas in which these differences occurred, constituted an additional purpose of the study.

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Significance of the Study

"The axe," Sir Walter Raleigh told his executioner, "is a sharp medicine, but a sure cure of all ills." One may admit that the schools are sick and still doubt the wisdom of this particular treatment.²⁵ However, everyone is looking for the cure that will eliminate the maladies of urban education--of all the formulas presented, community involvement in educational decision making seems to be one of the most potent at present.²⁶ Richard Featherstone reiterates this position: "Increased citizen participation is not only essential, it is inevitable."²⁷

There is an urgency for administrators to grasp the implications associated with community involvement in school governance, the background which nurtured it, and the resultant ramifications which are necessitated by its genesis. The involvement of citizens has been referred to by many educational authorities as being

²⁵ Maurice J. Goldbloom, "The New York School Crisis," Commentary, XLVII, No. 1 (January, 1969), 43.

²⁶ Paul Lauter, "The Short Happy Life of the Adams-Morgan Community School Project," Harvard Educational Review, XXXVIII, No. 2 (Spring, 1968), 236.

²⁷ Richard L. Featherstone, "Urban Schooling," in Reorganizing the Control Patterns in Urban Schools, ed. by Herbert C. Rudman and Richard L. Featherstone (New York: Harcourt Brace and World, Inc., 1968), pp. 73-74.

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one of the most pressing problems facing administrators today.²⁸ Carmichael and Nardo confirm this position:

"Among all the current demands for new educational skills and the techniques, none seems more urgent than those which pertain to the development of positive socio-educational relationships."²⁹

Albert Shanker, President of the United Federation of Teachers in New York, has also expressed the importance of community involvement:

We should support increased local participation. We should support it because it is an administrative necessity and it enhances the dignity of the participants to be democratically involved in doing for themselves instead of having something done to or for them.³⁰ (Emphasis added.)

Robert Frossard has stated: "Boards of Education in this country cannot make wise decisions unless they have a regular systematic input from the great divergencies that exist in their communities."³¹ An interesting insight concerning citizen involvement is offered by Clyde Campbell:

²⁸Harris, op. cit., p. 14.

²⁹Benjamin Carmichael and Nita Nardo, "Emerging Patterns in Community Centered Schools," Childhood Education, XLIII, No. 6 (February, 1967), 323.

³⁰Albert Shanker, "What's Wrong With Compensatory Education," Saturday Review, LII, No. 2 (January 11, 1969), 61.

³¹Robert Frossard, Address Given to Mott Interns at a Colloquium Session, Flint, Michigan, September 27, 1972.

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Citizens have significant decisions to make. Education is not the sole responsibility of the board of education, not a program to be handed down from a national capitol, not a classroom operation alone, not the work of the institution separate from all other institutions.³²

Another perspective dealing with the significance of the problem refers to the fact that bureaucracies (school administration) and primary units (communities) both operate in most areas of life and they bring different attributes to the achievement of a given end. To achieve this given end it is essential that close communication be maintained between the two forms of organizations.³³ It should then follow that social control and goal achievement are accomplished through the joint contribution of both types of social forms and that optimal control and achievement will only be obtained when these forms are in balance.³⁴

Verba, in citing a number of studies, places the importance of citizen involvement in a sociological context. It is his conjecture that under situations of participatory decision making, members of the group

³²Clyde M. Campbell, The Community School and Its Administration, III, No. 2 (October, 1964), 4.

³³Eugene Litwak and Henry J. Meyer, "A Balance Theory of Communications Between Bureaucratic Organizations and Community Primary Groups," Administrative Science Quarterly, II, No. 1 (June, 1966), 36.

³⁴Ibid.

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involved identify more closely with the task involved and are reinforced directly by accomplishing it--their rewards come from rational decision making in approaching the task as well as in greater productivity.³⁵

If the above references are accepted as valid observations concerning public education, it then becomes apparent that administrators must closely analyze and scrutinize their relationships with the lay citizenry. Most current literature suggests that an active participation by the community in educational decision making is a desirable and necessary ingredient for a successful school program.

A significant aspect of this study was based on the premise that it would assist the Superintendent of Schools and the Board of Education, in Flint, to gain a greater cognizance of the "mindset" of their administrative staff concerning citizen involvement in the schools. It was anticipated that this information would be most valuable to Flint, as it prepared to implement school-community advisory councils in each of its schools.

The study takes on an even larger significance when it is considered that the findings have implications for other school systems--especially those in urban settings--contemplating the development of appropriate

³⁵Sidney Verba, Small Groups and Political Behavior: A Study of Leadership (New Jersey: Princeton University Press, 1961), p. 229.

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The study is also significant in that the findings have definite implications for appropriate in-service training programs for school administrators.

The selected review of the literature provides a significant resource for background, insight, and understanding, concerning the past and present directions of citizen involvement in school-related matters.

Assumptions

Inherent to this study were certain assumptions which were important and necessary to accept, in relation to analyzing the scope and magnitude of the community involvement issue. The major areas investigated in this study were based on the following specific assumptions:

1. Citizen dissatisfaction with education lies in the isolation image which the schools project. Poor communication practices have caused increased activism by communities toward their schools.
2. There is a great need for planned community involvement in the educational decision-making

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process. It can no longer be construed as a desired consequence, rather it must be accepted as a necessity.

3. Community involvement must also include teachers, administrators, agency representatives, and other concerned groups in the ultimate discussion and decision-making process.
4. Community involvement must insure that due process will be observed in making decisions and capricious and arbitrary actions by the administrative staff will be avoided.³⁶
5. School administrators are amenable to community involvement only in certain areas of school policy matters (i.e. nonacademic, extra curricular, community oriented).
6. School administrators must spell out with certainty what they mean by community involvement--with clearly defined goals and carefully delineated powers for local groups.³⁷
7. The development of school community advisory councils must be predicated on the understanding

³⁶Nicholas Goble, "Planning Community Involvement in School Decision Making," Pennsylvania Education, III, No. 6 (July-August, 1972), 5.

³⁷Ibid.

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that councils will gain a thorough understanding and recognition of the functions performed by the administrative hierarchy in carrying out the responsibilities of the educational decision-making process. The basis for this assumption is reflected in the following theorem: "To seek social change without due recognition of the manifest and latent functions performed by the social organization undergoing change, is to indulge in social ritual rather than social engineering."³⁸

8. Finally, and probably most important, failure to provide the right for community involvement in school matters is likely to open the door to attack and destructive behavior on the part of special interest groups and self-interested individuals.³⁹

Definition of Terms

School Community.--Identifies the geographical area which is limited by the residences of school enrollees within the designated school system boundaries.⁴⁰

³⁸Robert K. Merton, "The Latent Functions of the Machine," in Urban Bosses, Machines, and Progressive Reformers, ed. by Bruce M. Stave (Lexington: D. C. Heath and Company, 1972), p. 36.

³⁹Goble, op. cit., p. 4.

⁴⁰Harris, op. cit., p. 11.

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School-Community Advisory Council.--Advisory groups composed of representatives of those segments of the school community (i.e. teachers, parents, administrators, residents, civil service employees, et al.) who have an interest in the functioning of the schools in a particular community.⁴¹

Community Involvement.--Refers to the active participation of parents and residents in the educational decision-making process of a given school system.

Community Control.--Delegates the responsibility and decision-making authority concerning the educational system to the constituent citizenry--the grass roots local residents. Lay citizens totally control the operation of the school and the education of their children, and are responsible for all decisions from trivia to major policy determinations.⁴²

Decentralization.--The dispersion or distribution of functions and powers from a central board of education to smaller local regional units.

⁴¹New Haven Public Schools, "School Community Councils," Pamphlet (New Haven, 1970), p. 2.

⁴²Jack Minzey and Clyde Letarte, Community Education: From Program to Process (Michigan: Pendell Publishing Co., 1972), p. 7.

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Lay Citizen.--A person not possessing the technical knowledge or skills of the professional educator and who is not serving as a member of the public school staff or as a school board member.⁴³

Research Hypotheses

To achieve the purposes of this study the following hypotheses were examined:

Hypothesis 1:

There are no significant differences among the perceptions of school principals, community school directors, and central office administrators concerning the functions of school-community advisory councils.

Hypothesis 2:

There are no significant differences among the perceptions of school principals, community school directors, and central office administrators concerning which individuals and groups are supportive of school-community advisory councils.

Hypothesis 3:

There are no significant differences among the perceptions of school principals, community school directors, and central office administrators concerning the extent to which school-community advisory councils will effect school-community relationships.

⁴³Harris, op. cit., p. 11.

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Hypothesis 4:

There are no significant differences among the perceptions of school principals, community school directors, and central office administrators concerning the extent to which school-community advisory councils will effect educational decision making.

Hypothesis 5:

There are no significant differences among the perceptions of school principals, community school directors, and central office administrators concerning the extent to which school-community advisory councils will effect administrative effectiveness.

Design of the Study

Population

The population used for the study consisted of principals, community school directors, and central office administrators of the Flint, Michigan public school system.

Sample

All principals (55), all community school directors (56), and a selected group of central office administrators (39) comprised the sample population of the study. The selected sample of central office administrators was confined to include all those with the rank of: division chief, department head, or assistant department head.

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Procedure

The study was descriptive in nature. A structured questionnaire was developed based on the following: a review of the pertinent literature pertaining to citizen involvement in the educational decision-making process; consultation with selected individuals who had background and experience in this area; and the advisement of the Research Consultation Office in The School of Education at Michigan State University.

The questionnaire was designed to determine the manner in which principals, community school directors, and central office administrators perceived: the functions of school-community advisory councils; which individuals and groups supported the councils; the effect of the councils on school-community relationships; and the effect of the councils on educational decision making and administrative effectiveness.

The questionnaire was sent to all principals, all community school directors, and selected central office administrators in the Flint public school system, along with an appropriate letter of explanation and a self-addressed, stamped return envelope.

Limitations of the Study

1. The data collected were based on only one specific geographical location--Flint, Michigan.

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2. The long-time commitment to, and program of, community education in Flint.
3. The population was highly selective. Each respondent to the questionnaire was a school administrator.
4. The study dealt primarily with school-community advisory councils as the basic vehicle for lay participation in the educational decision-making process.
5. The descriptive nature of the study represented a limitation in as much as it only described what is perceived to be true--not what ought to be true.
6. The biases of the researcher and participating respondents must be taken into consideration.
7. Perceptions of a situation are subjective, and do not always describe accurately the real situation.

Summary and Overview

Many prominent educators consider the need to involve the lay citizenry in the educational decision-making process to be one of the major issues facing school administrators today. The specific purpose of this study was to analyze the perceptions of school administrators concerning: the functions of school-community advisory councils; which individuals and

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groups will support the councils; the effect of the councils on school-community relationships; and the effect of the councils on educational decision making and administrative effectiveness.

The conclusions and findings of the study provide relevant and pertinent information relating to some of the major issues concerning administrators' perceptions of citizen involvement in school-related matters.

The study is presented in four chapters in addition to Chapter I. In Chapter II, a selected review of the literature is presented. In Chapter III, the research methodology and design are outlined and developed. In Chapter IV, the data obtained from the questionnaire are reported and analyzed. And in Chapter V, a summary of the study is presented, conclusions drawn, interpretations made, and recommendations for future research are cited.

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CHAPTER II

SELECTED REVIEW OF THE LITERATURE

Introduction

Citizen involvement in American public education must be considered from several perspectives in order to gain a greater insight of this continually emerging concept. The review of the literature presented herein is divided into six specific sections--the collectivity of which provides the reader with the background and information necessary to develop a more comprehensive understanding of citizen involvement in the educational decision-making process. The six sections are:

1. Section one traces the development of citizen involvement from colonial beginnings to twentieth century influences.
2. Section two is intended to emphasize that the concept of community participation manifests itself in the majority of American institutions, and in effect has provided the backdrop against which citizen involvement in schools has emerged.

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3. Section three is concerned with the emerging concept of citizen involvement in education, with the major emphasis placed on the need for this involvement.
4. Section four examines lay advisory councils as vehicles for citizen involvement in education. Special emphasis is given to purposes, functions, and organizations.
5. Section five reviews decentralization models as vehicles for citizen involvement in education.
6. Section six is concerned with perceptual theory and its resultant effect on behavior.

A Historical Perspective of Citizen
Involvement in American Public
Education

Colonial Influences

The earliest beginnings of education in America are to be found in New England, where there was a definite commitment to mental and moral training--which had its source in the religious ideals which the governing class espoused. The typical attitude of the New England colonist was that educational goals had to subserve superior interests; the most superior of all interests

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was religion. Education then was set in this context. It was religious in context and purpose--it was practical.¹

It was precisely because the ideals that they respected necessitated education that the colonists set about making provisions for schooling. Almost from the beginning there was sentiment in favoring educational opportunity rather generously. A majority of the colonists supported a collectivism in education and believed that the community had some responsibility for the instruction of its members. The importance of this early principle cannot be minimized. As Power writes:

Although this principle may not have been especially effective in providing widespread opportunity we must not forget that it was responsible for town organization for education. The foundation of school organization was the town.²

The genesis of citizen involvement appear to have taken root in this early attempt to provide educational opportunities.

It was in New England that the town meeting came inot prominence. The town meeting was a forum in which the affairs of the community were conducted. However, only qualified members of the town could participate in the discussions of the town meeting and vote on issues. Usually the qualifications for membership were stated in

¹Edward J. Power, Main Currents in the History of Education (New York: McGraw-Hill Co. Inc., 1962), p. 427.

²Ibid., p. 428.

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terms of an individual's status in the town. In effect, the town was governed by an oligarchy. However, as religion became weaker, authoritarianism in government tended to become weaker too. The man who was coming into the picture, not yet to be given control in any democratic sense, but a man to be reckoned with, nevertheless, was the common man.³ This shift in the colonial power structure had definite implications for the development of public education in America.⁴ The first advance of public education in the colonies was made by the Massachusetts Act of 1642. This represented the first general law requiring town officials to compel parents to provide elementary instruction for their children. In this law the state assumed the authority to tell town officials that they had the power over the family in regard to education.⁵

The Massachusetts Law of 1647 also represents an important step in the evolution of citizen involvement in public education. This law made the maintenance of a school in each town mandatory and imposed a fine for failure to do so. The important implications of this act are noted by Goldhammer: "The entire responsibility

³Ibid., p. 428.

⁴Ibid., p. 429.

⁵Max S. Smith and W. Ray Smittle, The Board of Education and Educational Policy Development (Michigan: Oakland Educational Press, 1956), p. 11.

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for the establishment and operation of such schools was left to the people of the towns and the early schools so established, were administered, maintained, and controlled by the citizens of the town through their town meeting."⁶ The ensuing town meetings, following the Act of 1647, represented: " . . . the early beginning of local control and policy making for education in America."⁷ Some of the policies dealt with at the town meetings included: the levy of town taxes; the length of school terms; the selection of teachers, and determination of wages; the provision of one or more school buildings; and other matters relating to the public schools.⁸

The important implications of the Massachusetts Laws of 1642 and 1647 are summarized by Pounds: "It can be seen that the two laws together established the authority of the state by requiring towns to establish schools and gave to the civil authorities the right to manage, supervise and control schools."⁹ The colonial

⁶Keith Goldhammer, The School Board (New York: Center for Applied Research in Education, Inc., 1964), p. 2.

⁷Smith and Smittle, op. cit., p. 12.

⁸Charles E. Reeves, School Boards: Their Status, Functions, and Activities (New York: Prentice Hall, 1954), p. 17.

⁹Ralph L. Pounds, The Development of Education in Western Culture (New York: Appleton-Century-Croft, 1968), p. 142.

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period of American history left a heritage characterized by a predominance of local control and citizen involvement in public education, mainly through the town meeting concept of local government. Many of these early influences still permeate the education systems of today.¹⁰

Jeffersonian Influences

The early years of the National Period of colonial history were greatly influenced by the philosophical thinking of Thomas Jefferson. His major interest was the preservation of the democratic experiment--which he wanted perpetuated for the generations of Americans who would follow. This could best be done, Jefferson was convinced, by a system of public education. Education was seen as the chief guardian and the principal lifeline of democracy; without education, democracy would perish.¹¹

Jefferson's commitment to local control of education is noted by Good:

Because "the people are the best judges of local issues" and "the safest depositories of freedom," Jefferson favored local control of the public schools. The people themselves, he said, do incomparably better than a central government what they are competent to understand.¹²

¹⁰Herbert M. Hamlin, The Public and Its Education (Danville, Ill.: The Interstate, 1955), p. 38.

¹¹Power, op. cit., p. 446.

¹²H. G. Good, A History of American Education (New York: The Macmillan Co., 1962), p. 91.

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Jefferson throughout his political lifetime reiterated his strong feeling that public schools should be free for children of the rich and poor alike, and that they should be locally controlled and locally financed as well.¹³

His position is well stated in a personal letter to a friend: "If it is believed that the elementary schools will be better managed by the Governor and Council, the Commissioners of the Literary Fund, or any other general authority of the government, than by parents in each ward, it is a belief against all experience."¹⁴ Jefferson's strong belief in citizen involvement is further noted by Beck:

Jefferson never deviated from his espousal of decentralization. In the matter of school control he specifically stated that the control of schools should be lodged in the "ward"--an area some five or six miles square but smaller than a country.¹⁵

The impact of Jeffersonian influence on present school governance is summarized by Conant: "Not that the characteristically American system of local control of public schools (today there are some 40,000 independent

¹³James B. Conant, Thomas Jefferson and the Development of American Public Education (Los Angeles: University of California Press, 1962), p. 41.

¹⁴Thomas Jefferson Papers of the Library of Congress, From a Manuscript Letter to Joseph Cabell, Feb. 2, 1816, Library of Congress, Vol. 206, pp. 53-56.

¹⁵Robert H. Beck, A Social History of Education (New Jersey: Prentice-Hall, Inc., 1965), pp. 84-85.

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school boards) can be attributed to Jefferson, but the political success of Jeffersonian democracy was surely one important factor in the development."¹⁶

Development of State Systems of Education

The powers of the government of the United States are delegated rather than inherited. The Tenth Amendment provided: "The powers not delegated to the United States by the Constitution, nor prohibited by it to the states are reserved to the states respectively or to the people."¹⁷ In effect, the Constitution makes no reference to education. Therefore, under the Tenth Amendment, the states were allocated the main responsibility for schools.

State systems evolved slowly and experimentally and much of the early related legislative provisions were generally "piecemeal" in nature. From the first the colonies and later the states were independent, and as a result so were their educational systems. This is a noteworthy feature of American educational organization--the "reserved powers" clause of the Constitution preserved this independence.¹⁸

¹⁶Conant, op. cit., p. 10.

¹⁷U.S. Constitution, Amendment x.

¹⁸Good, op. cit., p. 143.

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The first state board of education was established in New York in 1784, but was given responsibility only for colleges and academies authorized during colonial days. Not until 1904 was the state of New York made responsible for the public schools. It was only after Massachusetts established a state board of education in 1837 that the movement made any significant headway. By 1870 most states had established boards of education. But the older states, Georgia, Pennsylvania, and Maine did not do so until after the beginning of the present century. Recognition of the responsibility of the people of the state for education developed slowly in most states, but much more slowly in some than in others. The people in each state had to develop their own plans and policies in that there were no specific patterns to follow and no general design had been agreed upon. As one author has noted: "It seems evident that state systems of education in this country are still in the process of evolution."¹⁹

The basic provisions for education in each state are found in their respective constitutions. Although the phraseology varies considerably, the constitution in most states includes a mandate or directive requiring the legislature to provide an effective system of public instruction, free of tuition charges, and legally open

¹⁹Morphet, Johns, and Reller, op. cit., p. 235.

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It is important to understand that local school boards are ultimately responsible to the states and if the state legislatures so desire, they can control the local boards. In essence, all local school boards are responsible to their respective states and all of their powers are derived from this source. An insightful observation is offered by Harris: "It is equally important to know that when individuals or groups argue for local autonomy in school matters and demand that the schools be returned to the people, it can only be done by legislation passed by the state legislature or authority delegated by it to the local school district to control its own affairs."²¹ Although the states have the final authority for the development of education within their respective borders, the direct management of public school systems has developed to the extent that local school districts have assumed the major responsibility for administering the schools. To achieve these ends, legislation has been passed in most states to

²⁰Ibid., p. 236.

²¹Harris, op. cit., p. 27.

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provide for more direct participation of the residents in a given district in school district matters.²²

The importance of state systems of public education is noted by Morphet, Johns, and Reller:

Since education is concerned with the development and capabilities of each citizen and is the foundation for many of the beliefs, inspirations, and actions of the people, American citizens have always insisted that the control be kept in their hands. To that end they have established state and local boards of education that are responsible to them for determining policies subject to the provisions of the constitution and laws of the state.²³

The Development of Organized Citizens Groups

Our state and national histories are replete with accounts of ways hundreds of local, state, and national groups have contributed to public education through the process of citizen involvement. Karl Hereford has reported:

Lay participation in and for the public schools is as old as the schools themselves. Early school trustees, the lyceums of the early nineteenth century, parent-teacher organizations, numerous and varied peculiarly local organizations, such as band boosters, clubs, athletic alumni associations, as well as certain anti-public education groups, are merely manifestations of this interest and participation. Boards of education and school administrators have grown accustomed to working in the company of such groups.²⁴

²²George M. Johnson, Education Law (East Lansing: Michigan State University Press, 1969), pp. 13-14.

²³Morphet, Johns, and Reller, op. cit., p. 237.

²⁴Karl Thomas Hereford, "Citizens Committee for Public Schools," Bulletin, Bureau of School Service, University of Kentucky, XXVII, No. 1 (September, 1954), 9.

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Notable contributors to the development of lay participation in school matters were: The National Congress of Mothers, which later became the National Congress of Parents and Teachers; the Pennsylvania Society for the Promotion of Public Schools; the American Institute of Instruction, and the Public Education Association of New York.

The Parent-Teachers Associations (P.T.A.'s) founded in 1897 and united nationally in the National Congress of Parents and Teachers--in and of themselves--have had a significant impact on citizen involvement. There are approximately 28,000 local units working closely with school administrators in trying to give parents a clearer conception of what the schools are trying to do and to promote the welfare of the children in the community.²⁵

The feeling that organized citizen groups could have a profound effect on public education became so widespread that in 1949 the National Citizen's Commission for the Public Schools was organized to stimulate public interest in schooling and to develop local study and action groups. As a means of doing this it stimulated the creation of citizen's advisory groups throughout the United States.

²⁵Irwin T. Sanders, The Community (New York: The Ronald Press Co., 1966), p. 268.

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The National Citizen's Commission for the Public Schools was superceded by the National Citizen's Council for Better Schools in 1955. The council promoted the improvement of both public and private schools. It dissolved itself in 1959, in accordance with the original plan when it appeared that lay-professional cooperation for better schools had become firmly established throughout the nation.²⁶

The Year-Book Committee of the National Society for the Study of Education made a national survey of citizen cooperation for better schools in 1954. The committee found a great increase in educational activities involving the cooperation of citizens. These activities were of many types and were being carried out at all levels of school government.²⁷ It is interesting to note that at the time of the Committee's study an estimated 10,000 local citizens committees--with a direct involvement in public schools--had come into existence since World War II.²⁸

The involvement of organized citizens groups appears to have definitely had an important influence

²⁶Morphet, Johns, and Reller, op. cit., p. 15.

²⁷Ibid.

²⁸Hereford, op. cit., p. 9.

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More than a century ago De Tocqueville was amazed by the number and variety of volunteer groups in American society. A half century ago another foreign observer, Lord Bryce, noticed what he called an almost religious faith of the American people in education. Taken together we have perhaps the most significant characteristic that has evolved in the development and growth of the American public schools system.²⁹ Mort and Reusser conclude: "It is a school system molded by people for the most part not officially responsible; brought into existence through their influence on local, state, and Federal government agencies; expressing the belief that education is a powerful instrument in such a society as ours or can become a powerful instrument."³⁰

The Emerging Concept of Community Participation in American Institutions

The Effect on Urban America

Professionalism and the tenets of the municipal reform movement are under attack in large American cities by citizens who contend that institutional arrangements

²⁹Paul R. Mort and Walter C. Reusser, Public School Finance (New York: McGraw-Hill, 1951), p. 368.

³⁰Ibid.

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have maximized the wrong values by placing too much emphasis upon centralization of power in city hall--and paying too little attention to responsiveness as a criterion of democratic government.³¹ This lack of responsiveness is most prevalent in the urban centers of America and has had its greatest effect on the poor--specifically the blacks, Chicanos, and Puerto Ricans. Kotler has noted that the riots in black neighborhoods are not simply the result of a breakdown of law and order but are political events reflecting the establishment of community power in conflict with the established city power and carrying a message--"self rule."³² He adds:

The absolute rule of Negro communities by outside forces has reached the highest degree possible without precipitating rebellion. At the point when practically all decisions affecting public life are made on the outside, a politically confident and conscious people aspiring to be free must insist upon a share in local rule.³³

This striving for involvement has a rhetoric of its own with shouts of "power to the people," "black power," and "community control" permeating the urban scene.³⁴

³¹Joseph F. Zimmerman, "Neighborhood and Citizen Involvement," Public Administration Review, XXXII, No. 3 (May-June, 1972), 201.

³²Milton Kotler, "Two Essays on the Neighborhood Corporation," in Urban America: Goals and Problems (Washington D.C.: Government Printing Office, August, 1967), p. 176.

³³Ibid.

³⁴Zimmerman, Joseph, op. cit., p. 210.

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There is definitely more pressure for self-governing authority in poor than in well-to-do neighborhoods. This does not mean that the value of neighborhood "self-rule" is exclusive to the poor, but that prospects for its development are presently more favorable in poor areas. The dilemma of the poor has been summarized as follows: "Although the middle class enjoys prosperity through privilege, the poor needs neighborhood government to secure the liberty to achieve prosperity."³⁵

The failure of large cities to deliver quality services to ghetto neighborhoods and the inability of poor citizens to effectively influence the municipal policy through administrative and electoral channels are the root causes of the movement for greater involvement in the decision-making processes of urban America.³⁶ Chatman and Jackson present two insightful observations which they feel characterize the attitudes of nonwhite minority communities:

- 1) The Man's system does not apply to non-white minorities.
- 2) The Man's system is unwilling to share any significant part of its power.³⁷

³⁵ Milton Kotler, Neighborhood Government (New York: Bobbs-Merrill Co., 1969), p. 71.

³⁶ Zimmerman, Joseph, op. cit., p. 210.

³⁷ Linwood Chatman and David M. Jackson, "Citizen Participation--An Exercise in Futility," Public Administration Review, XXXII, No. 3 (May-June, 1972), 199-200.

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Their interpretations of these observations stress that there is a rising level of expectation among nonwhites due partly to undelivered political promises and to mass media induced desires, in addition of course, to real physical needs. Measured against these expectations, the promissory rhetoric of the system is basically untrue.³⁸ As a result they conclude:

There is only one way that minority members can interpret these explicit facts: the System is unwilling to share any kind of significant power. Near absolute System control of scarce resource allocation is at the heart of the matter. All that non-whites desire is a piece of the action, to live a decent life, and to control some aspects of their own lives. On the whole, the System to date has prevented this intentionally. All that has been accomplished has been the creation of false hopes and desires.³⁹

The Development of Neighborhood Corporations

The current development of neighborhood corporations appears to be consistent with the existing desire of urban residents to gain control from "downtown" and to secure their "independence." Kotler has referred to these corporations as the best form of neighborhood organization. He defines a neighborhood corporation as: "The corporate organization of a neighborhood territory chartered by the state and legally constituted for

³⁸ Ibid., p. 200.

³⁹ Ibid.

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governing public authorities in the neighborhood."⁴⁰

There are many of these corporations presently functioning in the urban centers of this country--with the specific purpose of insuring the doctrines of self-determination for the urban poor. In essence, the underlying objective of the neighborhood corporation is to re-create city government into units of neighborhood government possessing local power and political autonomy.⁴¹ A more in-depth analysis of the potential of a neighborhood corporation is offered by Kramer:

It is the autonomous neighborhood corporation in particular that constitutes the most feasible model whereby low-income residents could acquire a base of power that could affect the quality and quantity of resources available to them. As a tax-exempt legal entity, democratically structured with the authority to receive funds and acquire property, the neighborhood corporation could operate a wide range of enterprises for the benefit of the community as consumers and employees. It can be a single or multiple-purpose organization; as a broadly based corporate body it would be eligible for federal funds to rehabilitate slum housing or develop moderate income housing as well as administer educational, job training, health, and recreational programs.⁴²

⁴⁰ Kotler, Neighborhood Government, p. 44.

⁴¹ Ibid., p. 39.

⁴² Ralph M. Kramer, Participation of the Poor, Comparative Community Case Studies in the War on Poverty (New Jersey: Prentice Hall, Co., 1969), p. 271.

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The Concept of Power

Permeating the movement for more direct local community involvement in the decision-making process is the concept of power. The possession of power is necessary in fulfilling the doctrine of self-determination, which the poor espouse. Adrian and Press define power as: "The ability to manipulate social institutions toward desired goals."⁴³ Hunter sees power as a structure and refers to it as: "A dominant policy-making group using the machinery of government as a bureaucracy for the attainment of certain goals coordinate with the interests of the policy making group."⁴⁴ Banfield views power in the context of "influence." He refers to influence as: "The ability to get others to act, think, or feel as one intends."⁴⁵ It is becoming increasingly apparent that the urban citizenry, particularly the poor, are attempting--through various forms of community involvement and neighborhood government--to wrest from city hall and the societal institutions the "power structure" and "spheres of influence" to shape their own destinies.

⁴³Charles R. Adrian and Charles Press, Governing Urban America (New York: McGraw-Hill Co., 1968), p. 102.

⁴⁴Floyd Hunter, Community Power Structure (Chapel Hill: University of North Carolina Press, 1953), p. 102.

⁴⁵Edward C. Banfield, Political Influence (New York: The Free Press of Glencoe, 1961), p. 3.

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Studies of community power structures, traditional agency boards, and voluntary associations attest to the fact that small elitist groups exercise considerable power and influence and that tight control by such groups has greatly contributed to the hostile disaffection of minority groups.⁴⁶

The power of neighborhood action against central administration and societal institutions and the potential vulnerability of an urban center's administration to local demands cannot be underestimated. "The nation's cities are both confused, and disturbed, by the eruption of local power and its hundred faces."⁴⁷ Kotler stresses the importance and urgency of the issues of local control:

We are witnessing a movement for local control in cities across the land. In the past several years, neighborhood residents have been organizing their territories for control of their institutions to serve their own, rather than outside interests. Sometimes by peaceful transfer, sometimes as a consequence of rebellion, the public agencies and the real estate and business interests in black communities are coming into local hands. It remains to be seen how far this transfer will go and what varieties of local operations will develop. But it is a compelling fact that this activity is taking place as the neighborhood community pursues its own interests.⁴⁸

⁴⁶Edward J. O'Donnell and Catherine S. Chilman, "Poor People on Public Welfare Boards and Committees," Welfare in Review, VII, No. 3 (May-June, 1969), 3.

⁴⁷Kotler, op. cit., p. x.

⁴⁸Ibid.

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The Concept of Self-Determination
in American Life

It is becoming increasingly apparent that this desire for greater participation in the policy-making structure of American society is not restricted only to minority groups, the poor, and the urban centers. The notion that citizens in a free society can and ought to seek redress from administrative tyranny and institutional obsolescence has been embedded in the American tradition, but has atrophied through disuse. Now, it is coming into lively play, cutting across class lines, effecting rural and urban communities, and extending into the many avenues of American life.⁴⁹ Examples of this "new" character of Americans striving for protection from arbitrary decisions by "distant" planning bodies are evident throughout society.

Policies and practices affecting the general environment are undergoing increasing scrutiny and challenge by the public. Air, water, and air pollution are now lively issues. Industry and government are plainly aware that they are likely to incur resentment and resistance if they ignore environmental factors.⁵⁰ Industry is faced with a potential consumer revolution,

⁴⁹Mario Fantini, Marilyn Gittell, and Richard Magat, Community Control and The Urban School (New York: Praeger Publishers, 1970), p. 241.

⁵⁰Ibid.

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as the concept of "consumerism" has emerged to stimulate action at the local, state, and federal levels.

In such professions as medicine, architecture, and the law, both young practitioners and students are seeking a greater voice in policy determination in professional schools, and in the firms, hospitals, and other institutions where they work. As Fantini, Gittell, and Magat note:

They have begun to debate fundamental goals and practices--for example, asking the medical profession to assume greater responsibility for the ill health of the poor, the architectural profession to exercise a stronger voice in the social consequences of design and construction, and the legal profession to take a more affirmative and accurate part in civil rights, the rights of the indigent, and attacks on other social problems, instead of leaving such matters to legislators and professional reformers alone.⁵¹

A conspicuous case of the desire for personal autonomy exists in the academic world. Universities are continually beset with student demands for more direct involvement in academic governance, educational policy, curriculum development, and government related university programs. In essence, the desire of students for more direct involvement in the governance process is a central issue confronting the universities today.⁵²

In religious institutions, clergy and laymen have demanded a re-examination of practices in the light of professed ideals. In some dioceses, lay boards have

⁵¹Ibid., p. 242.

⁵²Ibid.

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been established for parochial schools, and nuns and lay teachers have organized to play an important role in policy making and promoting educational change.⁵³ An excellent summary statement offered by O'Donnell and Chilman seems to best reflect the mood of an awakened American citizenry:

A society that is increasingly urban, centralized, materialistic, and impersonal threatens the humanity of all men, but particularly those who are poor. World-wide violence, conflict, and demands for "confrontation and significant dialog" are probably related to the many kinds of pressure put on all people, but especially on those on the fringe of society. The movement toward the "participation of the poor" is but one aspect of the revolution against the obliteration of individuality, one more attempt to establish greater interaction between institutions that have grown so very large and individual persons who feel so very small.⁵⁴

Emerging Concept of Citizen Involvement in American Education

Need for Citizen Involvement

The notion that "education is too important to be left to the educators" has become almost a truism in recent years. This is a healthy development for the simple reason that public education does not exist when

⁵³Ibid., p. 243.

⁵⁴O'Donnell and Chilman, op. cit., p. 3.

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education remains the private preserve of the professionals.⁵⁵ To extend this notion further Pittinger writes:

Public education must go beyond a system which is largely the preserve of professionals operating under the legal authority of a citizen school board. A nine-citizen board--whether members are elected or appointed, partisan, non-partisan, or bi-partisan--can never exhaust a community's interest in its public schools. And so teachers, administrators, and school boards will have to look to a broader community--the citizens at large--for the support they will need in the next few years.⁵⁶

The recognition that citizen involvement in school-related matters is desirable and necessary permeated the philosophical thinking of John Dewey. He offered the following observation:

To an extent characteristic of no other institution save that of the state itself, the school has power to modify the social order. And under our political system, it is the right of each individual to have a voice in the making of social policies as indeed he has a vote in the determination of political affairs. If this be true education is primarily a public business, and only secondarily a specialized vocation. The layman, then will always have his right to some utterance on the operation of public schools.⁵⁷

⁵⁵ John C. Pittinger, "Community Involvement Is Here To Stay," Pennsylvania Education, III, No. 6 (July-August, 1972), 2.

⁵⁶ Ibid.

⁵⁷ John Dewey, Moral Principles in Education (New York: Philosophical Library, 1959), pp. v, vi.

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The involvement which Dewey espoused is most evident in our present educational structure. "Currently public interest in education is more active than at any time in the past century."⁵⁸ The success with which the public schools can do their jobs depends upon the interest, support, and participation of all the citizens of every American community.⁵⁹

Several interesting proposals germane to the necessity of involving lay citizens in school-related matters are offered by Morphet, Johns, and Reller:

Both educators and lay citizens have responsibilities to meet and contributions to make in the development of the educational program. . . . Both have a vital stake in the schools and have important responsibilities to meet if the schools are to function satisfactorily.

The development of a sound educational program requires the best cooperative effort of both lay educators and lay citizens. . . . The cooperation and support of parents and other citizens is essential.

Educators and other citizens should share the responsibility for stimulating, encouraging, and facilitating cooperation in connection with the educational program. . . . People need to learn to work together constructively for the common good.

All cooperative efforts to improve the educational program should utilize the basic principles of satisfactory human relations. . . . The thinking and conclusion of two or more interested persons with a good understanding of the problems and issues are likely in the long run to be more reliable than the conclusions of one individual.⁶⁰

⁵⁸Gordon McCloskey, Education and Public Understanding (New York: Harper & Brothers, 1959), p. 4.

⁵⁹Ibid., p. 177.

⁶⁰Morphet, Johns, and Reller, op. cit., p. 164.

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They also stress the fact that no school group is completely autonomous in authority and conclude: "The ultimate group that has the final authority to determine school goals is the people."⁶¹

In the context of advocating the essential need for the school and community to recognize each other as dynamic entities, Mario Fantini has offered the following principles:

Public accountability and control of education.
 . . . Public schools must truly belong to the citizens. The people determine policies and objectives, and the professional implements them.

The importance of process. . . . People are no longer willing to be receivers of things done to or for them; rather, they are seeking self-determination and a control over their destinies. Being able to participate in the process of decision making on issues directly related to one's life affects the motivation that is basic to achievement.

Expectancy. . . . As parents and citizens participate in reform, they are developing a climate of high expectations. As children respond to the new interest and raised expectations, improved self-assurance and achievement should result.

Socialization. . . . A child's family, peer group, and schools are the major factors in the development of his socialization process. Tension among these factors is going to affect the process adversely; but when the three share perspectives and send a unified (or at least non-contradictory) message to the child, the child will benefit and bloom.⁶²

Fantini pursues the concept that the parents and community residents represent the emergence of two important

⁶¹Ibid., p. 141.

⁶²Mario D. Fantini, "Participation, Decentralization, and Community Control," National Elementary Principal, XLVIII, No. 5 (April, 1969), 25.

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publics that separately or together wield an enormous amount of energy. He visualizes this energy combining with that of the professional to bring about needed fundamental reform of our urban schools. His underlying premise is that: " . . . basic changes are not likely without the support of parents, community, residents, and students."⁶³

The desirability of citizen involvement in schools has also been viewed in a social and psychological framework. One such perspective views the reduction of social and psychological distance between school personnel on the one hand and students and parents on the other as imperative if schools are to become more effective institutions.⁶⁴ It has been recommended that the most logical way to reduce social and psychological distances between the school and the community is to increase the community's participation in the educational decision-making process. The "participating democracy" concept can do much to help rebuild and reinvigorate the schools.⁶⁵

⁶³Ibid.

⁶⁴Daniel V. Levine, "Concepts of Bureaucracy in Urban School Reform," Phi Delta Kappan, LII, No. 6 (February, 1971), 330.

⁶⁵Ibid.

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Participation in the school has also been related to parent attitudes and behavior. Cloward and Jones found the involvement of parents in school affairs to be positively correlated with their evaluations of the importance of education and their attitudes toward the school as an institution. The tendency of participation to heighten the emphasis on education was especially pronounced in the lower class. They suggest that efforts to involve lower-class people in educational matters are quite likely to be rewarded by increased interest in the academic achievement of their children.⁶⁶ Their study also noted that participation tends to result in more negative attitudes toward the school as an institution. However, they recommend: "These generally more negative attitudes can be used by school administration as a basis for bringing about needed improvements in school facilities and programs."⁶⁷

Parent involvement in schools not only changes parents' attitudes and behavior but also influences teacher attitudes toward children. A study conducted by Rosenthal and Jacobson reported that children who profited from positive changes in teachers' expectations

⁶⁶ Richard A. Cloward and James A. Jones, "Social Class: Educational Attitudes and Participation," in Education In Depressed Areas, ed. by A. Harry Passow (New York: Teachers College Press, 1966), pp. 215-16.

⁶⁷ Ibid.

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of their ability, all had parents who were involved to some degree in the child's development in the school and who were directly visible to the teachers.⁶⁸

The active participation of parents in school affairs has also been related to enhancing cultural identity and self-concept, which in turn can positively affect achievement. Carol Lopate has noted that children growing up in an inner-city environment almost immediately sense their parents' feelings of powerlessness and quickly assume that they have little or no control over their fate.⁶⁹ The importance of citizen involvement, serving to negate this self-fulfilling prophecy, is cogently reflected by Lopate: "When parents exercise control or power in the school or community, they convey this sense of control to their children who no longer view themselves as powerless and lacking self-worth."⁷⁰ The importance of this sense of self-worth and individual power cannot be overemphasized. In Equality of Educational Opportunity, the largest study of achievement conducted by the U.S. Office of Education, a major conclusion was that the child's sense of control over his environment may be

⁶⁸ Robert Rosenthal and Lenore Jacobson, Pygmalion In The Classroom (New York: Holt, Rinehart and Winston, Inc., 1968), p. 94.

⁶⁹ Lopate, et al., op. cit., p. 27.

⁷⁰ Ibid.

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more important to achievement than school characteristics.⁷¹
 A related finding of the Cloward and Jones study reinforces this contention. Their research stresses that parents of all classes who were involved in the schools were likely to believe that the school and education could actually effect change in their children--and that this participation may, in fact, have given these parents a greater sense of fate control than those parents who were not involved in school matters.⁷² A succinct summation of this point is offered by Lopate:

One affective area which shows potential for enhancing the performance of low-income and minority group children is the improved self-concept resulting from active parent participation in the school. It is now felt that parent involvement can make the child's school and home life more integrated and provide him with a model of participation and control in a major area of his life. School can become more relevant and its goals possible to achieve.⁷³

Recent developments on the Navaho Indian Reservation in Rough Rock, Arizona give added credence to the necessity of community involvement in school affairs. The parents and residents in this Indian community have obtained extensive involvement in their school--from the Bureau

⁷¹James S. Coleman, et al., Equality of Educational Opportunity (Washington, D.C.: National Center of Educational Statistics, 1966),

⁷²Cloward and Jones, op. cit., p. 212.

⁷³Lopate, et al., op. cit., p. 30.

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of Indian Affairs--and now have votes on all school policies and sit on all school boards. Reports from Rough Rock indicate that this increased involvement of the community, in the process of education, has triggered student enthusiasm for learning, largely by making the school an integral part of the community and recognizing the importance of Indian cultures. Reports also indicate that student achievement has increased and the dropout rate has decreased.⁷⁴

Recently a Congressman from the state of Michigan introduced a bill seeking the development of the community school concept on a national basis. It is interesting to note that in his opening remarks he presented a strong case for community involvement in American public education:

Psychologists have noted that in order to best serve the child the school must be able to relate to some degree to the family and to the total community. A child's attitudes and perception of school as learned outside the classroom are large factors in determining his behavior and success in school. With the reinforcement of family and community involvement, the child's attitude toward his school day is significantly strengthened and his potential and motivation for learning correspondingly enhanced.⁷⁵

⁷⁴Ibid., p. 26.

⁷⁵Donald W. Reigle, Community School Center Development Act, Congressional Record, CXIX, No. 3 (January 6, 1973), 5,455.

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Based on personal observations of compensatory programs in various parts of the country, Adelaide Jablonsky has concluded that:

Schools which have open doors to parents and community members have greater success in educating children. . . . The children seem to be direct beneficiaries of the change in perception on the part of their parents.⁷⁶

A statement of few words, but with much meaning is offered in summary: "Citizen involvement in education at one time may have been a luxury. There is no doubt that today it is a necessity."⁷⁷

Directions of Citizen Involvement

It appears highly conceivable that one might, with only a slight risk of being labelled visionary, project a golden age in education when school and community would serve each other with proportionate energy on a two-way street.⁷⁸ Carmichael and Nardo dramatically state: "The daring might even dream of a Utopia in which a wedded school and community can function, not as separate entities, but as hand and arm of the same body--a mature society."⁷⁹ There are probably many different streets

⁷⁶Adelaide Jablonsky, cited in Lopate, et al., op. cit., p. 24.

⁷⁷Pittenger, op. cit., p. 2.

⁷⁸Carmichael and Nardo, op. cit., p. 319.

⁷⁹Ibid.

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which communities and schools can travel in pursuit of this stated utopian concept, however a review of the literature reveals that citizen involvement in school affairs generally can be classified under two major headings--community participation and community control.

Community participation is usually defined as a means whereby a community of persons plays some active role in government of their own affairs for the purpose of assuring governance more responsive to their needs and wishes.⁸⁰ However it is important to note that: "The community participation mechanisms do not, in terms of legal sanction supplant the established governmental authority, which for the schools, is the local board of education."⁸¹

Community control, on the other hand, implies a different form of school government which, in effect, seeks to replace the established order. It involves a breakup of established power, responsibility, and authority into new forms which replace the current ones. In the popular mind: "Community control is a political term--and it does not necessarily insure that community

⁸⁰Edward Wallerstein, et al., "Community Parity in Federally Funded Programs," A Position Paper--Prepared by the Recruitment Leadership and Training Institute (Washington: U.S. Office of Education, 1972), p. 17.

⁸¹Ibid.

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Community control is used as a political term denoting formal change in the current political structures for public school governance. Community participation is also used as a political term but in a more limited sense which does not denote formal rearrangements of basic school governance units.⁸³

Wallerstein elaborates on this concept by providing further distinction between participation and control. He uses the term "functional participation" to describe participation which accomplishes something. He uses the term "functional control" to imply a form of participation which enables the participant to establish control, both perceived and real, over key matters defined by him on a knowledgeable basis as vital to his interests.⁸⁴

A less technical, but extremely insightful, observation of the differences between participation and control has been developed by Zimmerman. He views these differences in the context of operating an athletic team. Control is seen as analogous to the ownership of the team, with all the responsibilities, accountability, and management functions: hiring, firing, raising revenues, and financing. Participation is viewed as comparable to being a player on the team, making the game go, feeling

⁸²Ibid.

⁸³Ibid., p. 18.

⁸⁴Ibid., p. 19.

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individual responsibilities to the owners, being obligated to the team and to the controlling elements. Participation is further seen as a synthesis of owners, of management, and of players with mutual understandings of what is meant by accountability control, plus encouragement for, and communication with, those who remain on the participation level.⁸⁵

Mario Fantini places participation in the area of shared decision making. He writes: "The clients-- in this case the parents and community residents, have anywhere from an advisory to an equal voice with those who are operating the existing educational system."⁸⁶ Concerning community control he offers the following observation:

Community control, in its purest form, shifts to a local school board the bulk of the authority necessary for governing schools. Under maximum community control a locality does not share decision making with a central school board; the local board is independent of the central board and assumes the same status as any other school district in the state. Since education is a state function the local district shares authority with the state and is subjected to state regulation. There is, therefore no absolute control as such.⁸⁷

⁸⁵Herbert M. Zimmerman, "The Community and the Schools: Who Are the Decision Makers?" National Association of Secondary School Principals, LIII, No. 337 (May, 1969), 170-71.

⁸⁶Fantini, op. cit., p. 28.

⁸⁷Ibid., p. 29.

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Based on the observations and definitions stated herein, it would seem safe to conclude that community participation can be viewed in the context of "shared" decision making between the school and community--with the ultimate effect being more open communication and resultant understanding.⁸⁸ On the other hand, community control would appear to have a definite "power" connotation--with the ultimate result being a transfer of the decision-making process, from the school to the community.⁸⁹

It is important to understand that the concept of community control is most closely identified with the urban centers and especially with the black community. The struggle for community control is at the very core of the new black militancy in America.⁹⁰

Berube and Gittell have noted that the goal of black self-determination and black self-identity is control of the decision-making process affecting the lives of black people.⁹¹ Kenneth Haskins reaffirms this position:

⁸⁸ Zimmerman, Joseph, op. cit., p. 173.

⁸⁹ Berube and Gittell, op. cit., p. 9.

⁹⁰ Ibid.

⁹¹ Ibid.

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Community control means only one thing: the public institutions that serve a particular community should be controlled by it. In education this movement has grown out of the failure of existing institutions to meet the needs of the children of the black community.⁹²

Jim Haskins speaks of the black community "crying out" for meaningful changes in schools because the present system of citizen involvement has not worked for black people.⁹³ He continues: "In the black community the die has been cast to fight for quality education."⁹⁴

Albert Vann has presented what he considers to be the basic reasons justifying the urgency of community control of schools in black communities. He pleads the following case for community control:

- So that we can survive.
- So that we can liberate others (their minds) to ensure our survival.
- So that black people can become psychologically, economically, and politically independent.
- So that black children can develop self-worth and dignity through knowledge of their history and culture and through the image provided through current community leaders and teachers.
- So that teaching personnel will be accountable to the community, and therefore, must really teach if they want to maintain their jobs.
- So that curricula, books, literature, and other materials will be relevant to the life experiences and needs of the black child and provide additional motivation to learn.

⁹²Kenneth W. Haskins, "The Case For Local Control," Saturday Review, LII, No. 2 (January 11, 1969), 52.

⁹³Jim Haskins, Diary of a Harlem School Teacher (New York: Grove Press Inc., 1969), p. xvi.

⁹⁴Ibid., p. xvii.

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So that the contracts, jobs, and money that are controlled by those who control school systems will be kept in the black community.

So that we can equip our young to adjust to changing power relationships or prepare them to fight for survival, or both.⁹⁵

The urgency and importance of the community control movement--to black people--is succinctly reported by a noted black historian, Lerone Bennett Jr.:

He who controls images controls minds, and he who controls minds has little or nothing to fear from bodies. This is the reason why black people are not educated or are miseducated in America. . . . The system could not exist if it did not multiply discrimination. It is no accident that there is a blackout on the black man's contributions to American history. An educator in a system of oppression is either a revolutionary or an oppressor. The question of education for black people in America is a question of life and death. It is a political question, a question of power. Struggle is a form of education. Perhaps the highest form.⁹⁶

The challenge to educators to implement viable forms of community involvement is well stated by Fantini:

The development of new systems of participation as an option to improving city schools will represent an enormous challenge to the educator. How will the educator view his role vis-a-vis the rise of these new publics, publics which often are very angry? These publics should be allies in the reform movement. Will the professional open communication? Will he welcome cooperation and maintain connection during the period of transition--a period which will be difficult, to say the least? Or will

⁹⁵ Albert Vann, "Community Involvement in Schools," in What Black Educators Are Saying, ed. by Nathan Wright Jr. (New York: Hawthorn Books, Inc., 1970), pp. 231-32.

⁹⁶ Lerone Bennett Jr., "Struggle: The Highest Form of Education," Muhammad Speaks, June 21, 1968, p. 5.

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the professional choose to assume a defensive stance--one that will lead to collision? The choice he makes will affect the course of American education in many ways. And time is running out.⁹⁷

Lay Advisory Councils as Vehicles for Citizen Involvement

This section deals specifically with lay advisory groups as vehicles for citizen involvement in the schools' decision-making process. These councils are viewed herein as models of community participation, developed in line with the concepts of "shared" decision making and seeking a "partnership" in the decision-making process.

Background

The concept of lay advisory councils participating in educational affairs is not new. The first true coordinating school council was formally organized in Berkeley, California, in 1919. It was developed primarily through the efforts of the superintendent of schools and the chief of police. The underlying purpose of this council was to secure community-wide participation in more effectively meeting the youth problems in Berkeley.⁹⁸ By 1940, over 300 local school-community coordinating

⁹⁷Fantini, op. cit., p. 32.

⁹⁸Edward G. Olsen, School and Community (New York: Prentice-Hall, Inc., 1954), p. 448.

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councils, working closely together on both school and community problems, had been established in twenty-six states.⁹⁹

Pre-World War II lay advisory councils originated for highly commendable, though essentially negative purposes. These purposes being; the amelioration of poverty, prevention of juvenile delinquency, and solving the problems of community unrest. These conditions were fostered by the economic depression of the 1930's. Many of the councils were formed on an ad-hoc basis to specifically relate the school to the community in solving the social problems of this period.¹⁰⁰

During the war years the school councils concentrated on problems of home defense, providing recreational facilities for service men and women, and the continuing problem of juvenile delinquency.¹⁰¹

Since the end of World War II, new school problems have emerged so rapidly, and public action to meet them has been so inadequate, that thousands of superintendents, boards of education, and other local leaders have felt an urgent need for organizing groups of lay citizens for the specific purpose of: " . . . studying educational problems, acquainting people with educational needs, and

⁹⁹Ibid.

¹⁰⁰Ibid., p. 449.

¹⁰¹Ibid.

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stimulating action necessary to improve schools."¹⁰²
 By 1958, citizens' committees had been organized in over 12,000 communities--working closely with schools in a variety of programs, projects, activities, issues, and other school-related matters.¹⁰³

Lay-advisory councils have received a myriad of titles over the years. Some of these titles include: "Study Councils," "Citizens' Committees," "Advisory Committees," "Citizens' Councils," "Home-Study Committees," "Lay Councils," and more recently "School-Community Advisory Councils." For the purpose of this study the name "School-Community Advisory Council" will essentially be used as synonymous with the other titles cited above.

Purposes and Functions

Lay advisory councils have developed on the premise that such councils are " . . . excellent vehicles for increasing community action and understanding between parents and other members of a community and school officials."¹⁰⁴ An underlying philosophy of this

¹⁰²McCloskey, op. cit., p. 372.

¹⁰³Ibid.

¹⁰⁴Human Relations: Current Trends in School Policies and Programs, A Publication of the National Public Relations Association (Washington, D.C.: 1972), p. 38.

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partnership of school and community envisions the development of educational programs which will meet the needs of the children being served and in turn will provide parents with a better understanding of the educative process.¹⁰⁵

Leslie Kindred has listed the general purposes of lay advisory councils as follows:

- To assist school officials in the development of sound and adequate educational policies and programs.
- To identify educational needs and work for the solution of related problems.
- To interpret educational conditions to fellow citizens and enlist their support in seeking improvements.
- To bring community information, opinion, and planning into the deliberations of school officials concerned with policy making.
- To influence public attitudes in support of an action program for changes in the school system.
- To harmonize differences in educational points of view between school officials and members of the community.¹⁰⁶

Recent guidelines for programs funded and operating under Title I of the Elementary and Secondary Education Act (ESAC) have projected the main purposes of parent advisory groups, mandated by this act, to be: working with the school staff to identify the special educational needs of children; developing specific programs to meet the identified needs; making recommendations to improve compensatory education programs; helping the

¹⁰⁵Ibid.

¹⁰⁶Leslie Kindred, School Public Relations (New Jersey: Prentice Hall, Inc., 1957), p. 194.

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school staff to evaluate these programs; and ultimately promoting parent participation in the programs developed.¹⁰⁷

The major purpose of the school-community advisory councils functioning in Los Angeles, California is to advise the principal in matters pertaining to the school and its educational program. The advisory councils are seen as resources to the principals who remain responsible for decisions which are necessary in the administration and supervision of the school.¹⁰⁸ The functions of the advisory councils in Los Angeles are listed in a district handbook, as a minimum requirement for all councils:

Participate in the assessment of educational needs and establishment of priorities and advise on the resource needs of the schools.

Make recommendations regarding the planning of a school educational program and the budget resources available for it.

Contribute to the definition of educational objectives and to the specification of indicators to show progress toward objectives.

Orient and advise school staff regarding conditions in the community.

Advise principals regarding policies affecting the interests and welfare of pupils.

Facilitate school communication with parents and citizens and mobilize public support for the school.

Assist in securing the support and services of parents, teachers, and students.

¹⁰⁷Publication of the National Public Relations Association, op. cit., p. 39.

¹⁰⁸California State Department of Education, Handbook for California School District Advisory Committees, Sacramento, California.

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They:

Participate in the evaluation of the school and its academic effectiveness and make recommendations to the superintendent for improvement.¹⁰⁹

Gordon McCloskey has noted that when the objectives of improving schools are clearly defined and when their organization is appropriate, lay advisory councils have demonstrated the capacity to perform the following functions:

They can assemble, appraise, and disseminate facts which clarify educational needs and increase public understanding of what constitutes a good school program.

They can stimulate an increased sense of responsibility for supporting adequate schooling. The very establishment of a formal organization focuses some attention of the problems with which it deals.

They can help administrators and boards crystallize opinions and obtain the unity of action essential for improving schools. Recommendations approved by a formally organized group of community leaders have a prestige which generates public respect and confidence.

Citizen's councils can function as semi-official means of expressing a cross section of community thought and opinion. In that capacity they can become symbols of a united public which will help reconcile divisive differences of viewpoint and crystallize a general consent to support the proposals they formulate.¹¹⁰

A recent study by Woons, relating to citizen involvement, uncovered twelve functions which were characteristic of lay advisory groups in community schools. They:

¹⁰⁹Ibid.

¹¹⁰McCloskey, op. cit., p. 374.

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1. Promote and solicit communication with the community served.
2. Provide the principal and community school director with recommendations regarding program.
3. Make recommendations to the board of education regarding facility use and school plant development.
4. Sponsor school-community activities (i.e., school carnivals, book fairs, art shows, speakers, etc.) that involve the community in school affairs.
5. Make recommendations to city officials regarding neighborhood improvement projects, park planning, etc.
6. Have representation on any committees formed to interview prospective community school director(s) or principal(s).
7. Establish priorities for action on community related projects and follow through on them.
8. Provide an opportunity for different viewpoints to be expressed.
9. Promote action programs in the community that will have measurable results.
10. Help foster a working relationship between the K-12 program and the before and after hours program.
11. Help coordinate all of the agencies that serve a community to best meet the needs of individuals.
12. Promote communication between the K-12 and community education programs and the community.¹¹¹

It is obvious that a variety of purposes and functions characterize the lay advisory groups which are continually developing in the American system of public education. As Woons points out, the function of lay advisory groups will differ in each community--depending, to a great degree, on school and community needs and aspirations.¹¹²

¹¹¹George J. Woons, "The Community School Council: Functions, Characteristics, and Issues" (unpublished Ph.D. dissertation, Michigan State University, 1972), pp. 103-04.

¹¹²Ibid., p. 103.

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Organization and Development

It is imperative that in planning and implementing school-community advisory councils, careful attention be given to organizational structure. Paul Johnson has suggested the following conditions as prerequisite to successful organization:

1. A feeling by a group of people that a significant problem exists.
2. Respect by designated authority for the right of these people to raise questions and to receive information.
3. Patience by all concerned in starting with the problem as the group sees it.
4. An effort on the part of group leadership to secure maximum participation by every member.
5. A sincere desire on the part of each member to cooperate in arriving at the best possible solution to the problem.
6. Willingness to devote the necessary hours to the collection and presentation of data, followed by explanation, discussion, and arrival at consensus if possible.
7. A tempering of expectations by recognition that some of the most important changes hoped for are changes in attitudes, beliefs, and behaviors of people, and that such changes come about slowly, with progression and regression alternating in a confusing and often disturbing way.
8. Confidence that sincere people, using the best information available, will come out with the best answers for them at this time.¹¹³

Effective organization of advisory councils has specific implications for Boards of Education. It is incumbent upon these policy-making bodies to be extensively involved in the process of developing viable community participation. A committee of the National School

¹¹³Paul E. Johnson, "A Community Plans for Better Schools," Educational Leadership, IX, No. 8 (May, 1952), 503.

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Boards Association's Council for Big City Boards of Education (NSBA) has stated that any move toward greater community involvement encompasses inherent fundamental considerations for school boards. This committee has recommended that Boards of Education must: assume leadership in any plan to involve citizens; be in constant contact with the community, transmitting the concerns of the community to the professional staff; consider the principal to be the key figure in the process; regard community involvement as a process, rather than merely a set of arrangements; develop a plan of participation that will include parents, teachers, students, residents, administrators; spell out with certainty what they mean by community involvement.¹¹⁴

In developing any plan of citizen involvement, it is essential that careful consideration be given to the potential role of the school administrator. Many councils have failed, or have had serious problems, because they have been so dominated by school administrators that lay members felt they were being "used" as approval stamps for decisions already made, or merely as agents for disseminating information.¹¹⁵ In cases of this type the administrative leader has decided what he wants done and

¹¹⁴Goble, op. cit., pp. 4-5.

¹¹⁵McCloskey, op. cit., p. 374.

then in turn has used subtle and clever means to insure that the "right" decision is made by the council--in effect the administrator has manipulated the group into agreeing with his previously determined conclusions.¹¹⁶ Any attempt to implement advisory councils must insure that both school administrators and the lay citizenry fully understand the roles that each will play in the ultimate process. Or, more specifically stated:

As groups participate in decision making it is vital that the limits of authority of each group be clearly defined. The administrative leader must also make clear to groups and individuals participating in decision making the decisions that he reserves for executive decision making and the decisions in which they can share. To do otherwise would result in chaos!¹¹⁷ (Emphasis added.)

Irwin Sanders has identified four factors which he feels will enhance the development of community participation in schools:

1. A desire to operate at a high level of maturity with respect to all types of committee activities.
2. An atmosphere of freedom and cooperation with the school, the board of education, and with the supporting school district.
3. Sufficient time in which to bring the talents of the council to bear on problems and issues which it believes to be important.
4. An intelligent use of resources, both within and without the committee in organizing for and proceeding to carry out various tasks.¹¹⁸

¹¹⁶Morphet, Johns, and Reller, op. cit., p. 170.

¹¹⁷Ibid., p. 141.

¹¹⁸Sanders, op. cit., pp. 267-68.

Recognizing both the values and the dangers involved in organized citizen participation, the National Citizens' Commission for the Public Schools has developed certain basic principles, which they feel are common to all constructive citizens' committees for the schools. The Commission has in turn condensed these principles into three common denominators by which responsible citizens' committees can be identified:

1. They are broadly representative of the entire community--encompassing as much as possible, all viewpoints and interests;
2. They begin with the facts and base all their recommendations upon a continuous study of all available relevant facts. They do not have an axe to grind;
3. They are independent in thought and action, but they always take steps to establish and maintain a cooperative working relationship with the legally established authorities.¹¹⁹

A list of specific organization and procedural principles have been developed which contribute to desirable results in school-community relationships. These principles represent an overall analysis of

¹¹⁹McCloskey, op. cit., p. 376.

citizen-school experience and are based largely on the analytical work of Edgar Morphet:

1. The school board should request community leaders to initiate the organization of a citizens' council. The board should provide the council with consultant services.
2. Plans for forming a citizens' council should be discussed with the Parent-Teacher Association.
3. The purpose of a council should be to improve schools. That purpose should be recognized by all members.
4. Council organization and operation should be based on sound principles of group processes.
5. Relationships between a council, the board, and the superintendent should be carefully defined.
6. A council should be comprised largely of people who are interested in improving education.
7. Council members should be representative of the entire community.
8. Membership should be related to a council's purpose.
9. Council members should formalize an agreement on purposes and operating procedures.
10. Council deliberations and recommendations should be based on consideration of relevant facts.
11. Council meetings should be open to the public.
12. Subjects of council work and council recommendations should be made available to the mass media.¹²⁰

Worcester Massachusetts's Plan for Lay Advisory Councils

In 1968, the city of Worcester, Massachusetts adopted the community school philosophy to be developed as an integral part of their total school system. The underlying attempt of Worcester's philosophy has been to influence the total environment which effects the lives of children. To achieve this end the schools have been

¹²⁰ Edgar L. Morphet, cited in McCloskey, op. cit., pp. 377-84.

committed to " . . . being involved in any and all aspects of a child's life that may effect learning."¹²¹ An important aspect of the community school philosophy in Worcester has been the involvement of people in the planning and decision-making process of the schools. The plan developed, to bring the goal of citizen involvement to fruition, encompassed the formation of Community School Advisory Councils.¹²²

The advisory councils in Worcester are elected bodies representing the total school community. Annual elections are held early in the academic year to fill the offices for the upcoming year. Membership on the councils is open to all members of the community. Representatives from various social agencies serving the community are also invited to serve as council members. Some examples are: Boy Scouts, Girl Scouts, social service agencies, and interested private groups.

Members of the council meet monthly in formal sessions. The councils are integrally involved in all facets of school life including curriculum, building usage, school philosophy, disposition of funds, services needed, and other topics which the councils deem to be necessary. Studies are made by subcommittees which

¹²¹Worcester Public Schools, "In Worcester, Community Schools Mean People," Pamphlet (Worcester, Mass.: 1972).

¹²²Ibid.

report to the entire body. Decisions are then made or plans drawn up to guide the administrative team in implementing the suggested plan of action.

While the advisory councils have been involved in a variety of functions and activities, the essence of their existence has been stated as follows: "The crucial role of the council is in its charge to broaden the school in the areas of community involvement, responsiveness to human beings, and curriculum."¹²³

An interesting aspect of the advisory councils in Worcester is the extensive use of the subcommittee structure to attack problems. This structure also serves an additional purpose:

Since many subcommittee members are not council members, it serves to broaden the involvement of the community. In this way the twenty to thirty member council has its roots set in another eighty to ninety people. We feel that this method is a successful one to broaden the schools' scope and effectiveness in community action.¹²⁴

John Connor, superintendent of the Worcester Public Schools, has emphasized that the advisory councils are recognized as important and necessary components of the school system and have in turn provided for more meaningful communication between the school system and the community it serves.¹²⁵

¹²³Ibid.

¹²⁴Ibid.

¹²⁵John Connor, Address Given to Mott Interns at a Leadership Seminar, Flint, Michigan, October 5, 1972.

New Haven, Connecticut's Plan
for Lay Advisory Councils

In September, 1970, the city of New Haven, Connecticut implemented a plan of citizen involvement which called for the development of a school-community council in each of its schools. The following statements represent the underlying philosophical tenets of the New Haven plan:

Formation of School-Community Councils represents the beginning of a systematic and effective means of learning from one another.

.
Councils can play a real and very important part in the educational system by advising on questions that arise and on courses of actions to be considered.

.
The all important function of each school-community council is to consult with and advise the school principal on all matters of mutual interest. The principal remains responsible for the entire operation of his school (much as a captain is responsible for his ship), however the principal is obliged to bring most school matters to his school's council for discussion. He is obligated to take the council's views seriously into account when making decisions.¹²⁶

Membership on the councils in New Haven is composed of: community residents, parents, teachers, administrators, agency personnel, and, at the secondary level, students. All members are elected by the respective groups whom they represent on the council. A majority of the membership on each council must be parent representatives. Council members are generally elected for two-year terms.

¹²⁶New Haven Public Schools, op. cit.

The school-community councils in New Haven are encouraged to participate in the following areas: curriculum planning, budgetary matters, formation of school policies, personnel selection, the evaluation of the school programs, neighborhood and social problems, and general health needs of the community.

Council meetings are conducted on a regular basis and it is recommended that all council meetings be announced in advance and open to the public. It is expected that individual council members will be in close contact with the people from the areas they represent--to insure a continuous flow of information between the schools and the community.

It is important to note that the councils in New Haven are advisory in nature and that final authority for most areas of school policy rests with the city-wide Board of Education--not only because State law places the responsibility for management of the school system on the Board, but also because the Board feels that there are considerable advantages in this arrangement. These advantages are: maintaining city-wide standards, coordinating services, promoting economic efficiency, providing guidance from trained personnel experienced in the various fields of education.¹²⁷

¹²⁷ Ibid.

The commitment of the New Haven Board of Education to the implementation of School-Community Councils is reflected in their policy statement:

We believe that of all the innovative programs that have been approved by this Board of Education over the years, none is expected to have such a profound influence upon the quality of education in our system as the implementation of the proposed school councils. The mere establishment of school-community councils in themselves will not resolve all the problems confronting our educational system. But they can be the beginning of a systematic and effective means of communicating and learning from one another, and then, perhaps we can find solutions to the problems that in the past have foiled our individual attempts.¹²⁸

Selected Review of Decentralization Models as Vehicles for Citizen Involvement

This section deals specifically with designs of citizen involvement which can generally be classified under the heading of community control. Each of the three plans presented involves a limited transfer of power from the Central Board of Education to local Boards of Education. In effect, each plan represents an attempt to decentralize a large school district into several smaller districts.

New York City's Plan

An interesting example of the community control concept operating within a "legitimized" frame of reference has occurred in New York City. In 1967, a

¹²⁸ New Haven Board of Education, Statement of Policy, Adopted at a Public Meeting, October 19, 1970.

report was published, Recommendations for Learning. Better known as the "Bundy Report," it dealt with the problems of the New York City school system and proposed that a path toward solution could be effected by a plan of decentralization within the school system. Three experimental school districts were set up--each to function as a separate entity from the Central Board of Education. Each district elected its own board members who were responsible for curriculum development, policies, staffing, and general programming for each of the schools in its geographic area. The ultimate control of the districts was, however, in effect limited--in that policies established by the local boards had to be made in accordance with existing laws, by-laws, rules and regulations, applicable city laws and contractual agreements entered into by the Central Board of Education of the city of New York. This limitation of the "power" of local boards was made quite clear by the New York Guidelines for decentralization. One pertinent passage states:

There remains with the city Board overall supervisory responsibility for the exercise of school functions by local boards. The city Board has not, and may not, divest itself of certain ultimate supervisory responsibilities for local school boards and the manner in which the delegated functions and powers are exercised.¹²⁹

¹²⁹ New York Board of Education, Guidelines for Decentralization (New York: June, 1969), p. 5.

The district in New York which received the most notoriety on a national level was the Ocean Hill-Brownsville district--"becoming the arena where community control as an educational reform was most visibly on trial."¹³⁰

Ocean Hill-Brownsville survived as a separate, experimental district for three academic years, from the fall of 1967 until June, 1970. The strong opposition of the teachers' union (AFT), a major teachers' strike, the formation of opposition groups, and resultant political pressures, ultimately led to the state legislature voting against the recommendations of the Bundy Report. Instead they pursued a law preserving central board of education authority in virtually all functions of the administration of the school system.¹³¹

It is extremely difficult to determine what effects, if any, the Ocean Hill-Brownville experiment had on the educative process. Diane Ravich has noted: "Almost two years have now passed since the dissolution of the Ocean Hill-Brownsville Project, and neither state nor city authorities have as yet evaluated this much

¹³⁰Diane Ravich, "Community Control Revisited," Commentary, LIII, No. 2 (February, 1972), 69.

¹³¹Fantini, Gittell, and Magat, op. cit., p. 168.

publicized, highly controversial experiment."¹³² She also argues that considered simply as an experiment, the project was ill conceived. The following reasons support her argument: there was no control group or any other standard by which to gauge its effectiveness; there was no systematic record keeping; internal affairs were handled inefficiently; important reports and records have been "locked away"; and most interestingly, the officials in charge of the project refused to administer the standardized reading tests which were given to other city schools.¹³³ She concludes: "Of Ocean Hill-Brownsville it cannot be said that anyone gained educationally from this experiment in community control."¹³⁴

Many of the advocates of community control feel that the experimental districts were never really given an opportunity to fulfill their potential. Their argument is summarized as follows:

In their short history, the three demonstration districts in New York City became symbols for the larger national struggle for black control of local institutions. The responses of the professional educators, the teachers' unions, and public officials indicated the true dimensions of the complexities and obstacles in reallocating power--not just in the public schools but along a wider front, and not only as between depressed urban minorities

¹³² Ravich, op. cit., p. 72.

¹³³ Ibid.

¹³⁴ Ibid., p. 74.

and the larger society, but among other groups that are challenging prevailing institutions and arrangements of forces.¹³⁵

Detroit's Plan

The 1970 Michigan State legislature enacted Public Act 48 to provide for the decentralization of the Detroit Public Schools by dividing the city into eight regions--each region to have a five-member board elected by registered voters from candidates residing in the region. In addition, the law enlarged the central board by providing that the person receiving the highest number of votes in each region would be the chairman of the region and also sit on the central board, together with five members elected from the city at large.

Powers given to the local boards are designated as "delegated functions" by the central board which retains the ultimate power. Examples of these functions are personnel selection, curriculum planning, policy development, and budget determination based upon funds allocated by the central board. The regional boards, from their inception, have encouraged the public to participate with them in regional board meetings, and the responses to date have been gratifying.¹³⁶ Recently,

¹³⁵Fantini, Gittell, and Magat, op. cit., p. 172.

¹³⁶Betty Deschler and John Erlich, "Citizen Involvement: Evolution in the Revolution," Phi Delta Kappan, LIV, No. 3 (November, 1972), 172.

four of the regions have mandated the formation of local school community councils to assist them in the operation of the schools. These local groups have been delegated a wide range of maintenance and change functions that involve them directly in the life of the school. This development in turn entails: "A legitimized network of local school and community councils that, for example, tier forty-five schools in one region to its regional board."¹³⁷

It is interesting to note that the regional boards also possess the right to hire and fire their respective Superintendents. This individual is responsible directly to the local region to carry out policies and programs which are under their jurisdiction.

The commitment of the Detroit public school system to involving citizens in the educational decision-making process is reflected in a statement by Norman Drachler, who was the Superintendent of Schools in Detroit when the decentralization plan was implemented:

Decentralization will, we hope, provide us with the means to move ahead with educational changes designed to better the education received by our children.

.
I think that all of us must recognize that decentralization is a process rather than a program or a blueprint. The nature of the program should be determined by its participants--board members, citizens, school staff, and to a certain degree at the

¹³⁷ Ibid.

high school level, students. Decentralization should provide for flexibility, experimentation, involvement of staff and community and certainly joint evaluation that will lead to innovation and improvement.¹³⁸

A statement by the President of the Detroit Board of Education in January, 1971, reaffirmed this commitment:

It will take the whole-hearted support of everyone in the community and the schools to make decentralization work. I'm sure that the newly elected central and regional board members will be dedicated to quality, integrated education for the community and Detroit. Accountability thus becomes the shared responsibility of citizens and professionals. Together we move ahead in education.¹³⁹

A recent news release by one of the regions in Detroit's decentralization plan conveys optimism that decentralization is proving to be a positive force in the Detroit schools. The report takes note of the fact that students within the region have stopped their decline in learning as measured on standardized tests. It is further stated that the measured results indicate that there has been growth of an appreciable nature in several areas of the academic program.¹⁴⁰ While a number of factors were considered, concerning the reasons for

¹³⁸ Detroit Board of Education, Guidelines: For Regional and Central Boards of Education of the School District of the City of Detroit (Detroit: October 26, 1970), p. iii.

¹³⁹ Ibid., p. ii.

¹⁴⁰ Region One Board and Staff, Detroit Public Schools, News Release: To Representatives of the Press, November 14, 1972, p. 1.

this academic improvement, a major emphasis was placed on the importance of citizen involvement as a prime factor in realizing this success. This was reported as follows:

Since there are School Community Councils actively planning with the 44 Region One schools, cooperation and understanding have increased. Improved understandings and supportive relationships have provided children with home-based motivation and interest in what happens in the school. Change has not only occurred in the home and parents but also in the schools and staffs.

Since decentralization, major disruptive incidents and confrontations between the community and school have decreased. Both community and school have learned to become responsible partners in the educational process. Students now enjoy a more secure, responsive school environment in which to learn. An expanded community of local organizations, institutions and individuals has also given time, facilities, financial assistance and personnel to support the School Community Council thrust.¹⁴¹

The concluding statement of the press release reaffirms Region One's pride in its accomplishment and its continued commitment to community participation. This statement also gives added credibility to Detroit's decentralization plan. The statement follows:

There has been an appreciable gain in achievement by Region One students. In addition to holding these gains, our prime objective is to increase measured learning within the Region to the point where we will approach and exceed not only the City but also the National average at all grade levels. With dedicated, trained staffs, adequate

¹⁴¹Ibid., p. 2.

financial support, buttressed by strong, involved communities, Region One can expect a continuation of improved student growth.¹⁴²

Louisville's Plan

"The Louisville Board of Education became a parent last night."¹⁴³ These words appeared as the opening lines of a recent article appearing in a Louisville, Kentucky newspaper--and connotes the fact that after two and one-half years of planning, the Louisville public school system has spawned twenty-one neighborhood school boards to share its power and help solve its problems.¹⁴⁴ The ultimate goal of the city of Louisville is to have thirty functioning local school boards.

This attempt at decentralization in Louisville is aimed at allowing the local school boards to participate in the educational decision-making process. Their main functions include curriculum, school organization, health projects, school policies, physical plants, and personnel selection.

The neighborhood boards have been allowed to develop according to their respective needs and concerns.

¹⁴²Ibid., p. 6.

¹⁴³Linda Raymond, "Power to the People," The Louisville Times, October 3, 1972.

¹⁴⁴Ibid.

However, it is important to note the following "limitations" which have been imposed by the central board:

No action of the neighborhood board must violate any existing state or federal law or "negotiated agreements that govern the action of the Louisville Board of Education (i.e. union agreements)."

The neighborhood boards of education are to be composed of an elected majority of parents and an elected minority of staff at the elementary school and an elected majority of parents and an elected minority of staff and students at the secondary level.

The neighborhood boards will function similar to the parent Board of Education with the boards establishing policy through accepting or rejecting the principals' recommendations.¹⁴⁵

The Louisville Board of Education has been committed to the neighborhood board concept for several years. This commitment has been based on educational research showing that positive attitudes of involved parents directly affect the attitudes of their children.¹⁴⁶ The philosophic base of Louisville's attempt at decentralization is cogently reflected in a recent statement:

It is axiomatic in the social sciences that the fundamental drive of all mankind is the drive for power or status. For it is power alone that can guarantee freedom and justice for the holder thereof. Powerlessness not only leads to frustration and self-debasement, but it is the fountainhead of extremism and madness. The rational acceptance of the realities of one's position and the calm preparation for the struggle thus defined is the normal procedure for a healthy existence. Therefore, a community coming

¹⁴⁵ Louisville Public Schools, "Thirty City Schools Setting Up Neighborhood School Boards," Daybreak, II, No. 4 (June, 1972), pp. 1, 15.

¹⁴⁶ Ibid., p. 15.

together in terms of a realistic approach to its problems must see early in its investigation that the schools are of fundamental importance.¹⁴⁷

The following statements implicitly express the desire of the Louisville Public School System to share their "power" with the community:

Power is the name of the game. Power vested in the people whereby they have a voice in the operation of their schools, this is the burning issue of our time. This is a restatement of the faith of our forefathers.

.
Decentralization of power is merely the progressive attempt to combine the principles of democracy with the complexities and realities of urbanization.

.
To argue against the decentralization of power to the community is to argue against the fundamental concepts of democracy.¹⁴⁸

Thus far the formation of the neighborhood school boards in Louisville has been free of the conflict and violence that have doomed other decentralization projects--the most notable being the now famous Ocean Hill-Brownsville experiment in New York City.¹⁴⁹ This early success is largely attributed to the fact that teachers, parents,

¹⁴⁷ Department of Community Development, Louisville Public Schools, "A Point of View: Decentralization; Community Control; Parent Involvement; Accountability; Community Education; Community Involvement; and Community Schools," Position Paper, 1972.

¹⁴⁸ Ibid.

¹⁴⁹ Louisville Public Schools, op. cit., p. 15.

residents, and administrators have cooperated in implementing the decentralization plan.¹⁵⁰

A recent staff memo from the Louisville Department of Community Relations spells out the dilemma that has been staring into the face of public institutions for years:

"We've got to decide how we view the community--as an asset or as a liability." The Louisville Board of Education has clearly decided it thinks the community is an asset, and the dream while a little battered and bruised for the wear, may yet come true.¹⁵¹

Perceptual Theory

Since this study is primarily concerned with the perceptions of the individuals who are participating, it becomes necessary to provide a brief review of the underlying concepts of perceptual theory and its resultant effect upon behavior.

Defining Perception

In current psychology the role of perception has achieved such a pivotal position that one might well describe our present era as the "age of perception."¹⁵² Perception has come to be recognized as a focal point in the human person--a vital process which penetrates

¹⁵⁰Ibid.

¹⁵¹Ibid., pp. 15-16.

¹⁵²William C. Bier, S. J., ed., Perception in Present Day Psychology: A Symposium (New York: American Catholic Psychological Association, 1956), p. 3.

and demands investigation on all levels--psychological, physiological, and philosophical.¹⁵³

Recent theories, research, and investigations which relate and integrate perception with personality, learning, motivation, and other factors, negate the potential to offer a narrow and concise definition of perception. One researcher has noted that in Floyd Allport's comprehensive study of perceptual theory, Theories of Perception and the Concept of Structure, the problem of arriving at an appropriate definition is discussed at length in three different chapters--without arriving at a conclusive definition which would apply to the variety of developments in modern perceptual research.¹⁵⁴ Kai Von Fieandt had defined perception as:

An experienced sensation, i.e. a phenomena impression resulting functionally from certain inputs. Sensations are initiated by changes in the environmental conditions of our receptors.

.
Actually perception cannot be regarded as a matter of merely recording and coding stimuli: It is in part an autonomous creative process within the organism. Everybody creates a perceptual role of his own, a kind of behavioral environment built upon percepts.¹⁵⁵

¹⁵³ Ibid.

¹⁵⁴ Ibid.

¹⁵⁵ Kai von Fieandt, The World of Perception (Illinois: The Dorsey Press, 1966), p. 4.

Another definition of perception simply refers to it as "the awareness that a living thing has of its environment."¹⁵⁶ An interesting perspective of perception is offered by Getzels, Lipham, and Campbell:

Involved in the act of perceiving are our beliefs, attitudes, values, and dispositions. In a sense these are the prisms through which reality is filtered into experience through the mechanisms of assimilation, rationalization, simplification, and accentuation.¹⁵⁷

In developing any definition of perception, Ittelson and Cantril have stressed the importance of incorporating the three major characteristics of perception. They summarize these as follows: "Perceiving is that part of the process of living by which each one of us, from his particular point of view, creates for himself the world within which he has his life's experiences and through which he strives to gain his satisfactions."¹⁵⁸

The manner in which an individual perceives is unique to the individual and his own situation. Adelbert Ames has written:

¹⁵⁶Henry H. Albers, Principles of Organizations and Management (New York: John Wiley and Sons Inc., 1966), p. 415.

¹⁵⁷Jacob W. Getzels, James M. Lipham, Roald F. Campbell, Educational Administration as a Social Process (New York: Harper & Row Publishers, 1968), p. 315.

¹⁵⁸William H. Ittelson and Hadley Cantril, Perception (New York: Random House, 1954), p. 5.

Every individual operates in the now of his own unique situation. Every individual perceives from his particular unique point of view in time and space. He does this on the basis of the significance to him of his unique situation as interpreted and foreseen in terms of his stored significances derived from his prior experience both inherited and personal.¹⁵⁹

In effect, individuals perceive in a selective manner. The concept of selective perception implies that people perceive what they think will help satisfy needs, ignore what is disturbing, and again perceive disturbances that persist and increase.¹⁶⁰ Stated in a similar manner, selective perception connotes that: "Each role incumbent selectively perceives and organizes the relationship in terms of his own goals, experiences, and information."¹⁶¹

Henry Albers has developed a list of the factors that lead to perceptual differences in individuals. These are: sensory factors, age, sex, educational levels, economic levels, regional differences, religious and other loyalties, organizational interests, and personality factors.¹⁶²

¹⁵⁹Hadley Cantril, ed., The Morning Notes of Adelbert Ames (New Jersey: Rutgers University Press, 1960), p. 81.

¹⁶⁰Harold J. Leavitt, Managerial Psychology (Chicago: The University of Chicago Press, 1972), p. 25.

¹⁶¹Getzels, Lipham, Campbell, op. cit., p. 286.

¹⁶²Albers, op. cit., pp. 415-16.

Perception and Behavior

Perceptual psychologists have stated, as a basic axiom, that all behavior is a product of the perceptual field of the behaver at the moment of action. That is to say, how any person behaves will be a direct outgrowth of the ways things seem to him at the moment of his behaving.¹⁶³ The perceptual view of human behavior hold that: "The behavior of an individual is a function of his ways of perceiving."¹⁶⁴ An insightful observation of the importance of this concept is offered:

A person's behavior is, indeed, a result of his past experience, his life history. How he behaves right now, however, results from his ways of seeing, learned from his past experience to be sure, but existing in his present perception at this time.

.
If human behavior is a function of perception and if perception exists in the present then it should be possible to change behavior if we can change present perceptions. This opens vast new possibilities for education.¹⁶⁵

Arthur Combs reinforces this contention: "To predict and change behavior requires that we understand the nature of the individual's perceptual field."¹⁶⁶ Combs also notes:

¹⁶³Association for Supervision and Curriculum Development, Perceiving, Behaving, Becoming--Yearbook 1962 (Washington, D.C.: National Education Association), p. 50.

¹⁶⁴Ibid., p. 67.

¹⁶⁵Ibid.

¹⁶⁶Ibid., p. 76.

The degree to which any perception will affect behavior depends upon its personal meaning for the individual. . . . The deeper more personally significant the perception, moreover, the more likely it is to affect behavior.¹⁶⁷

A pertinent supplement to this point follows:

What a person does, what a person learns, is thus a product of what is going on in his unique and personal field of awareness. People behave in terms of the personal meanings (perceptions existing for them at the moment of action).¹⁶⁸

In effect, "Like the mirrors at amusement parks, we distort the world in relation to our own tensions."¹⁶⁹

It appears that the major determining factor in behavior is the need of the behaver. Combs and Syngg confirm this observation:

It is the need of the behaver which gives meaning, direction, and consistency to behavior, and the failure of the external approach to find consistency to and predictability in individual human behavior is, in a large degree the result of the failure of the external frame of reference to supply an adequate answer to the question of what people need and why they behave.¹⁷⁰

Perception and Administrative Behavior

Research conducted at the University of Kentucky, concerning school administrators, has concluded that individual behavior is strongly associated with the perceptions

¹⁶⁷ Ibid., p. 61.

¹⁶⁸ Ibid., p. 69.

¹⁶⁹ Leavitt, op. cit., p. 24.

¹⁷⁰ Arthur Combs and Donald Syngg, Individual Behavior (New York: Harper & Brothers Publishers, 1949), p. 51.

an individual holds. According to this theory, behavior grows out of perception. Consequently, if knowledge of a person's perceptions is available, it is possible to predict his behavior. Conversely when the individual behaves, and this behavior is studied, it is possible to infer certain of his perceptions. This theory holds that it is not possible for a person to perform in a manner inconsistent with his perceptions--or stated more succinctly: "An individual is what he performs and what he performs is what he is."¹⁷¹ The research report concludes:

The starting point in analyzing and describing the behavior of an administrator is the determination of his perceptions as related to himself and to his job. It follows that changing perceptions would be expected to change behaviors.¹⁷²

Andrew Halpin has presented a theory of administrative behavior based on the premise that an administrator's perception of a given task will result in the perception defining the problem involved, and his behavior both as a decision maker and as a group leader is "inexorable mediated through this perception."¹⁷³ Leavitt

¹⁷¹Truman M. Pierce and E. C. Merrill Jr., "The Individual and Administrator Behavior," in Administrative Behavior in Education, ed. by Roald R. Campbell and Russell T. Gregg (New York: Harper and Brothers Publishers, 1957), p. 345.

¹⁷²Ibid.

¹⁷³Andrew W. Halpin, "A Paradigm for Research on Administrator Behavior," in Campbell and Gregg, op. cit., p. 178.

reinforces this contention by stressing that for administrative and managerial purposes, the importance of the perceptual world is clear. He concludes that if the present behavior of administrators is determined largely by their perceptions of their environments, then it becomes critical for one to understand these perceptions, if one is to understand the circumstances under which administrative behavior might be changed.¹⁷⁴ Morphet, Johns, and Reller have contended that the manner in which an administrator perceives his role in an organizational structure ultimately effects his behavior in that role. An added dimension which should be considered within this context is: "The administrator's perception of the school system's task may be different than the perceptions of other members of the organization. This is a potential source of conflict."¹⁷⁵

Alexander Kloster had advanced the idea that in making administrative decisions it is imperative that attempts be made to predict the ultimate outcomes of these decisions. He contends that this can best be accomplished by gaining a greater awareness and understanding of the perceptions of the subordinates who will be effected by the decisions rendered. Kloster concludes

¹⁷⁴Leavitt, op. cit., p. 27.

¹⁷⁵Morphet, Johns, and Reller, op. cit., p. 138.

that "understanding the perceptions of others" is a needed vehicle in long-range administrative planning.¹⁷⁶

Administrative management science in recent years has become more aware of the importance and necessity of assessing the perceptions of administrators in terms of understanding their behavioral patterns. The techniques used most often to measure administrative perceptions have been the interview procedures and the structured questionnaire.¹⁷⁷ The important position that perceptual theory has achieved in management science is reported by Griffiths:

Organizations are more and more building into themselves "scanning" devices which make it possible to perceive problems even before they occur. This practice ranges, for example, from the use of economic analysis to foretell the state of the economy to the employment of consulting psychologists to fathom the mental attitudes of employees before trouble breaks out. These reports are the stimuli fed into the decision process of an organization. One measure of the success of an organization is the extent to which the decision-makers perceive the right problems, define, and limit them.¹⁷⁸

¹⁷⁶Alexander Kloster, Administrative Seminar with Mott Interns at Michigan State University, February 7, 1973.

¹⁷⁷Halpin, op. cit., p. 177.

¹⁷⁸Daniel E. Griffiths, Administrative Theory (New York: Appleton-Century-Croft, Inc., 1959), p. 97.

Summary

An attempt has been made in this chapter to present a multi-dimensional view of citizen involvement in American public education.

It was noted that citizen involvement had its genesis in colonial times and evolved as an integral component of the democratic tradition. The town meeting form of government in colonial America, Thomas Jefferson's influence, the development of state systems of education, and the impact of organized citizens' groups were cited as important contributors to the evolving process of citizen involvement.

Attention was given to the growing national concern for greater participation by citizens in the policy-making structure of American societal institutions. This emerging concept of self-determination in American life has provided the backdrop against which citizen involvement in public education has emerged.

The concept of lay advisory councils as vehicles for citizen involvement was examined and the myriad of purposes, functions, and organizational patterns, which have characterized the development of these councils was presented. The development of lay advisory councils in Worcester, Massachusetts, and New Haven, Connecticut were also presented as specific examples of this type of citizen involvement.

Decentralization models developed in New York City; Detroit, Michigan; and Louisville, Kentucky were reviewed as alternate means of providing lay participation in public education.

Since the theoretical base of this study was predicated on the perceptions of the individuals who participated, an attempt was made to briefly analyze the underlying concepts of perceptual theory. Particular emphasis was given to the relationship of perceptions to individual behavior--with special attention devoted to the relationship of perceptions to administrative behavior.

The importance and necessity of involving citizens in American public education is probably best epitomized in the summary statement of the 1956 White House Conference on Education:

In the final analysis, it is only the public which ✓
can create good schools and nurture them. In the
long run schools must do what the public wants, and
if no strong public will be made known, schools
falter. Public interest in education is aroused
only by knowledge of problems and intentions, and
can continue only if the public can play an active
role in school affairs.¹⁷⁹

¹⁷⁹McCloskey, op. cit., p. 17.

CHAPTER III

DESIGN OF THE STUDY

Introduction

This chapter provides a description of the survey procedures and research methods used in conducting the study. The following specific areas are described:

- (1) Type of study;
- (2) Population and sampling method;
- (3) Setting for the study;
- (4) Instrumentation;
- (5) Collection of Data;
- (6) Treatment of Data;
- (7) Testable Hypotheses;
- (8) Statistical procedures.

Type of Study

The purpose of this study was to assess the perceptions of school administrators concerning citizen involvement in the educational decision-making process. As Van Dalen states: "Factual information about the 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."¹

The study utilized both comparative and descriptive techniques of research. Comparisons were made among the three administrative groups surveyed--principals, community school directors, and central office administrators. The importance of descriptive studies is well stated by Borg:

Descriptive studies serve several very important functions in education. First in new science, the body of knowledge is relatively small, and we are often confused with conflicting claims and theories. Under these conditions it is often of great value merely to know the current state of the science. Descriptive research provides us with a starting point, and therefore, is often carried out as a preliminary step to be followed by research using more rigorous control and more objective methods.²

Good writes:

Descriptive studies may include present facts or current conditions concerning the nature of a group of persons, a number of objects or a class of events, and may involve the procedures of induction, analysis, classification, enumeration, or measurement. The terms survey and status suggest the gathering of evidence relating to current conditions.

.
Analytical school surveys of recent years tell us not only where we are in a particular school system but also recommends next steps by way of progress and suggests the methods of reaching the

¹Diebold B. Van Dalen, Understanding Educational Research (New York: McGraw-Hill, 1962), p. 184.

²Walter R. Borg, Educational Research (New York: David McKay Co., Inc., 1963), p. 202.

goal of an improved instructional program. . . .
 Certainly adequate survey data in the hands of
 an investigator of insight can be used for forward
 looking purposes.³

Population and Sampling Method

The population used for the study consisted of principals, community school directors, and central office administrators of the Flint, Michigan public school system.

The sample population of these three categories of school administrators consisted of:

a) all principals	N = 55
b) all community school directors	N = 56
c) selected central office administrators	N = 39
Total sample population	N = 150

The selected sample of central office administrators was confined to those with the rank of division chief, department head, or assistant department head. This select sample represented those administrators who worked most closely with principals and community school directors and who were involved, on a regular basis, in the educational decision-making process of the school system. A careful review of the administrative organizational charts of the Flint school system, and discussion

³Carter V. Good, Introduction to Educational Research (New York: Meridith Publishing Co., 1963), pp. 244-45.

with several of the central office administrators in the Flint school system, were very helpful in developing the criteria for this selected sample of central office administrators.

The Setting

The city of Flint, Michigan served as the setting for the study. The population of Flint according to the 1970 census was 193,574 and the Standard Metropolitan Statistical Area (including Lapeer and Genesee Counties) totalled 493,378. This urban industrial community is spread over 32.9 square miles of area and has similar racial and ethnic characteristics as other northern industrial urban centers.

The primary industry in Flint is automobile manufacturing. The city has commonly been referred to as the birthplace of our "world on wheels." At the turn of the century Flint had already received the title of "The Vehicle City." The main manufacturing plant of the Buick Motor Division is located in Flint, and also large plants of Chevrolet Motors Division, A. C. Sparkplug, and Fisher Body Divisions are located within the immediate city. It is easy to understand why Flint has come to be known as the "General Motors City"--most of the work force in Flint is employed by General Motors or a related business.

There are parks and playgrounds spread throughout the city--a total of 1,600 acres. In addition there is a liberal arts college, a respected technical institute and a business university. A recently developed cultural arts area encompasses a museum, a planetarium, a library, a center for science, and a spacious auditorium.

The Flint public school district is Michigan's second largest district--second only to Detroit. It had a student population in September, 1972, of 43,500. The system is composed of 4 senior high schools, 8 junior high schools, and 43 elementary schools.

Flint is considered to be the birthplace of community school education--a concept that opens the schools to the total public for countless activities and education beyond the traditional school day and year. All of Flint's schools operate on this concept and in effect are serving the citizenry of Flint as community centers with large numbers of participants and a wide diversity of programs and services.

The basic underlying concept of the Flint community school commitment has been stated in a specific goal adopted by the Flint Board of Education:

The Community School Concept and Continuing Education--The Flint system of Community Education, which uses the schools as resources, strives to serve the Flint community on an around-the-clock and year-around basis. Areas of service range all the way from classes for preschoolers to activities for married couples and senior citizens, and embrace, among other things, continuing education, cultural

enrichment, recreation, health and social services, supplementary to those which can be provided in the regular school programs. Also, the community schools serve as catalytic agents by providing leadership to mobilize local resources for community improvement. The Flint public schools will continue to seek ways to be increasingly responsive to the needs of the total community through innovative and exemplary community programs.⁴

The unique working partnership that has existed since 1935 between the Charles Stewart Mott Foundation and the Flint Board of Education has been a prime catalytic agent in fostering the genesis and evolution of the community school concept in Flint. The continued assistance of the Foundation, through allocations of extensive funding and resources, has provided the Flint board of education with an important, necessary, and committed "partner" in the development of its total educational program.

"The Lighted School"--a symbol of the Flint schools in action has become known nationwide. Flint's pioneering effort and continued commitment to the community school philosophy has significantly contributed to the rapidly growing national community education movement.

Instrumentation

The specific instrument used to gather the data necessary to fulfill the purposes of the study was a

⁴Goals of the Flint Board of Education, op. cit.

structured questionnaire developed by the researcher. It has been reported that more studies in the field of social investigation have been made with questionnaires than with any other type of survey instrument.⁵ In education the questionnaire survey has been the most widely used because it has been a valuable technique in helping to understand the current situation in some particular educational area.⁶

Claire Selltitz lists several factors which improve the potential for response:

- 1) The questionnaire length
- 2) The attractiveness of the questionnaire
- 3) The ease with which the questionnaire can be completed and returned
- 4) Color coding and quality printing
- 5) Offering the sample population results of an abstract of the study.⁷

All of these factors were taken into consideration when the questionnaire, used in this study, was being developed and the final form reflected several of these considerations.

The questionnaire was based on topic areas considered to be important to citizen involvement in the educational decision-making process. A review of the

⁵Borg, op. cit., p. 202.

⁶Ibid.

⁷Claire Selltitz, et al., Research Methods in Social Relations (New York: Holt, Rinehart, and Winston, 1967), pp. 237-41.

literature pertaining to citizen participation in schools, and interviews with selected individuals, who had experience in this area, was undertaken prior to the development of the instrument. Suggested topic areas obtained from these sources were then compiled and categorized.

The questionnaire was field tested on ten Mott Interns who were studying community education in Flint, and several members of the central office administrative staff of the Flint school system who were not participants in the study. The results of the field test were carefully reviewed and analyzed. As a consequence of the pre-test, several questions were added, several were deleted, and several sentences were rephrased and ambiguous words were replaced.

The revised instrument was reviewed with the Michigan State University Research Consultation Office--it was decided that no major changes would be necessary and that the questionnaire could be developed into its final form. The only changes in the format of the final instrument consisted of minor rewording.

An appropriate letter of explanation was developed to accompany each questionnaire. Each sample population--principals, community school directors, and central office administrators--received the same questionnaire, however a color-coding technique was used to insure identification of the three groups.

The questionnaire was developed in four distinct parts:

Part I contained twenty-three items and was devoted to determining the functions of school-community advisory councils--as perceived by school administrators.

Part II was intended to rank eighteen individuals and groups concerning their support for school-community advisory councils--as perceived by school administrators.

Part III contained twenty-four items and was developed to assess administrative perceptions concerning the effect that school-community advisory councils would have on school-community relations, the effect that the councils would have on educational decision making, and the effect that the councils would have on administrative effectiveness. Two of the questions in this section (1m, 7) did not deal directly with the specific hypotheses being tested but rather were included to provide general information. The questions were intended to provide insight concerning administrative perceptions of the effect the councils would have on improving the schools' total educational program and whether or not the councils were viewed as being necessary and important components of the school system.

Part IV of the questionnaire consisted of two short fill-in questions designed to assess administrative perceptions concerning the major advantages and disadvantages of school-community advisory councils. These two questions were also not directly related to the specific hypotheses being tested but rather were added to provide additional general information.

Collection of Data

The questionnaires were mailed to all members of the sample population--principals, community school directors, and central office administrators--on February 7, 1973, along with an appropriate letter and a self-addressed stamped envelope (see Appendix B).

On March 2, 1973, after a 76 per cent (114 out of 150) response had been received, a follow-up letter (see Appendix B) and another copy of the instrument, along with a self-addressed return envelope, were mailed to those members of the sample population who had not responded to the original request. A total of 86 per cent (129 out of 150) of the questionnaires were received by the cut-off date of March 12. A table listing the responses of each of the groups surveyed and the final total for the collectivity of the sample follows.

TABLE 3.1.--Record of response

Group	Number Sent	Number Returned	
		N	%
Principals	55	49	89
Community School Directors	56	47	84
Central Office Administrators	39	33	85
Total	150	129	86

Treatment of the Data

The responses to the questionnaires were appropriately coded and then key punched and verified by the Michigan State University Computer Center. Number values were assigned to all items in Parts I, II, and III of the questionnaire.

Responses to Parts I and II were assigned number values in a similar way with the number 5 assigned to the highest positive response and the number 1 assigned to the lowest negative response. The scoring design was structured as follows:

<u>Part I</u>		<u>Part II</u>	
<u>Response</u>	<u>Value</u>	<u>Response</u>	<u>Value</u>
Very Extensively	5	Very High	5
Extensively	4	High	4
Moderately	3	Moderate	3
Minimally	2	Low	2
Not At All	1	Very Low	1

Part III was designed with an agreement scale allowing for five degrees of response. Questions were worded so that both positive and negative responses were required. This technique was most applicable to the use of an agreement scale in that it forced the respondents into a closer analysis of each statement and in turn alleviated the built-in bias of positive responses. Of the twenty-four items in Part III, seventeen were stated in a positive form and seven in a negative form. The scoring design was structured as follows:

<u>Positive Items</u>		<u>Negative Items</u>	
<u>Response</u>	<u>Value</u>	<u>Response</u>	<u>Value</u>
Strongly Agree	5	Strongly Agree	1
Agree	4	Agree	2
Undecided	3	Undecided	3
Disagree	2	Disagree	4
Strongly Disagree	1	Strongly Disagree	5

The conversion noted herein was necessary to have the positive and negative responses correspond in scoring.

Part IV consisted of short-answer questions and is reported in Chapter IV in narrative form.

Testable Hypotheses

In order to ascertain whether significant differences existed among the perceptions of principals, community school directors, and central office administrators, concerning the involvement of school-community

advisory councils in the educational decision-making process it was necessary to test the following null hypotheses:

Hypothesis 1:

There are no significant differences among the perceptions of school principals, community school directors, and central office administrators concerning the functions of school-community advisory councils.

$$H_0 1: \underline{m}_1 = \underline{m}_2 = \underline{m}_3$$

Hypothesis 2:

There are no significant differences among the perceptions of school principals, community school directors, and central office administrators concerning which individuals and groups are supportive of school-community advisory councils.

$$H_0 2: \underline{m}_1 = \underline{m}_2 = \underline{m}_3$$

Hypothesis 3:

There are no significant differences among the perceptions of school principals, community school directors, and central office administrators concerning the extent to which school-community advisory councils will effect school-community relationships.

$$H_0 3: \underline{m}_1 = \underline{m}_2 = \underline{m}_3$$

Hypothesis 4:

There are no significant differences among the perceptions of school principals, community school directors, and central office administrators concerning the extent to which school-community advisory councils will effect educational decision making.

$$H_0 4: \underline{m}_1 = \underline{m}_2 = \underline{m}_3$$

Hypothesis 5:

There are no significant differences among the perceptions of school principals, community school directors, and central office administrators concerning the extent to which school-community advisory councils will effect administrative effectiveness.

$$H_0 5: \underline{m}_1 = \underline{m}_2 = \underline{m}_3$$

Statistical Procedures

The Research Consultation Office in the College of Education at Michigan State University assisted in recommending appropriate statistical techniques for data analysis. Staff members of the Research Office assisted in writing all computer programs for the data analysis. The computer programs and facilities of the Michigan State University Computer Center were used.

The statistical procedures used in the analysis of data are:

- (1) Finn's Multivariate Test of Equality of Mean Vectors⁸ to determine if significant differences existed among the three groups surveyed. This test was used for each of the hypotheses tested.
- (2) Univariate Analysis of Variance to determine where the specific differences, when noted,

⁸Jeremy D. Finn, Multivariate, Univariate and Multivariate Analysis of Variance and Covariance: A Fortran Program, modified by David J. Wright for Michigan State University C.D.C. 3600 computer.

existed among the three groups surveyed. This technique was used for each of the hypotheses tested.

The level of significance was set at the .01 level for each of the five hypotheses tested, thus setting the total experiment error rate at the .05 level.

Summary

This chapter has attempted to provide a description of the planning and implementation of the study. Specific attention was given to describing the type of study, discussing the population and sampling methods used, and presenting the setting where the study took place. The development and pre-test of the instrument were traced, along with a description of the various parts which comprised the format of the final instrument. The procedures used to collect the data and the treatment of the data were presented. The five testable hypotheses were reviewed and the statistical procedures used in the analysis of the data were discussed.

CHAPTER IV

ANALYSIS OF DATA

Introduction

The main purpose of this study was to determine the expectations of school administrators concerning the involvement of school-community advisory councils in the educational decision-making process. This was done by examining and comparing the differences in perceptions of the three sample groups of administrators--principals, community school directors, and central office administrators--concerning: the functions of school-community advisory councils; which individuals and groups would support the councils; the effect the councils would have on school-community relationships; and the effect the councils would have on educational decision making and administrative effectiveness.

The analysis of data is presented in the following manner:

- (1) Restates each of the original hypotheses of the study and provides appropriate data and explanation for each;

- (2) Restates--and analyzes the results of--the two items designed to provide insight concerning administrative perceptions of the effect the councils would have on improving the schools' total educational program, and the value and importance of councils;
- (3) Restates--and analyzes the results of--the two short-answer questions designed to assess administrative perceptions concerning the major advantages and disadvantages of school-community advisory councils.

The chapter concludes with a summary of the findings.

Perceived Functions of School-Community Advisory Councils

The null hypothesis tested for the difference among the perceptions of the three sample groups of school administrators concerning the functions of school-community advisory councils was:

Hypothesis 1:

There are no significant differences among the perceptions of school principals, community school directors and central office administrators concerning the functions of school-community advisory councils.

$$H_{01}: \underline{m}_1 = \underline{m}_2 = \underline{m}_3$$

In Table 4.1 the F ratio for all three sample groups indicates the significance probability to be .0008 which exceeds the established .01 level of significance. It is concluded that there is a statistically significant difference in the perceptions of the three sample groups. Therefore, null hypothesis H_{01} is rejected.

TABLE 4.1.--Multivariate test of equality of mean vectors for differences in perceptions of the three sample groups concerning the functions of school-community advisory councils

	F	df	P
Three Sample Groups	1.96	46 & 208	.0008

Variables Relating to Perceived
Functions of School-Community
Advisory Councils

The twenty-three items relating to the perceived functions of school-community advisory councils are divided into six dependent variables. As seen in Table 4.2 the F ratio for variables 2 and 3 indicate the significance probabilities exceed the established .01 level of significance. It is also important to note that the significance probability of variable 6 is extremely close to the established level of significance. Therefore it is concluded that the perceptions of the three sample groups do differ significantly on two of the six variables tested relating

to the functions of school-community advisory councils, and that one additional variable can be classified as approaching significance.

TABLE 4.2.--Multivariate test of equality of mean vectors for the three sample groups on the six dependent variables concerning the functions of school-community advisory councils

Variable ^a	F	df	p
1. Community Oriented	1.49	12 & 242	.1276
2. Selection of Staff	5.64	8 & 246	.0001
3. School Facilities	3.20	6 & 248	.0048
4. In-Service Training	0.86	4 & 250	.4945
5. School Policies	1.40	8 & 246	.1931
6. Evaluation of Staff	2.37	8 & 246	.0178

^aEach variable is related to specific items on the questionnaire as follows: Community Oriented (1-3, 5-7), Selection of Staff (8-11), School Facilities (4, 12, 13), In-service Training (14, 15), School Policies (16-19), Evaluation of Staff (20-23).

Variable 2 (Selection of Staff)

As seen in Table 4.3 the F ratio for items 8, 9, 10, and 11 indicates the significance probabilities for all four items exceed the established .01 level of significance. Therefore it is concluded that the perceptions of the three sample groups do differ significantly on all four items relating to the selection of staff.

Table 4.4 illustrates that community school directors had the highest mean score on each of the four items. Central office administrators had the

TABLE 4.3.--Univariate comparison of the three sample groups on the four items relating to the selection of staff variable

Item	F	df	p
8. Selection of Paraprofessionals	14.66	2 & 126	.0001
9. Selection of Teachers	13.93	2 & 126	.0001
10. Selection of Administrators	7.96	2 & 126	.0006
11. Selection of Community School Directors	8.36	2 & 126	.0004

TABLE 4.4.--Comparison of the mean differences in the perceptions of the three sample groups on the four significant items relating to the selection of staff variable

Item	Community School Directors	Principals	Central Office Administrators
	Mean	Mean	Mean
8. Selection of Paraprofessionals	2.85	1.89	2.03
9. Selection of Teachers	2.48	1.69	1.48
10. Selection of Administrators	2.55	1.81	1.78
11. Selection of Community School Directors	2.78	1.89	2.24

lowest mean scores on two of the items, selection of teachers and selection of administrators. Principals had the lowest mean score on the remaining two items, selection of paraprofessionals and selection of community school directors. The greatest difference in mean scores (1.0) occurred between community school directors and central office administrators concerning the selection of teachers. Other notable significant differences (.96) occurred between community school directors and principals concerning the selection of paraprofessionals, between community school directors and principals (.89) concerning the selection of community school directors, and between community school directors and central office administrators (.77) relating to the selection of administrators.

Variable 3 (School Facilities)

As seen in Table 4.5 the F ratio does not exceed the established .01 level of significance for any of the items listed. In that the school facilities variable shows significant differences, it becomes necessary to attribute this significance to the items within the variable considered as a total set rather than as individual items. It is important to point out, however, that the significance probability of item 12 is extremely close to the established level of significance. Therefore it is concluded that although the perceptions of the three sample groups do not differ significantly on

any of the items listed, item 12 can be classified as approaching significance and would appear to be the main item responsible for the significant differences noted in the school facilities variable.

TABLE 4.5.--Univariate comparison of the three sample groups on the four items relating to the school facilities variable

Item	F	df	p
4. Community Use of School Facilities	2.55	2 & 126	.0816
12. Planning School Renovation Projects	4.67	2 & 126	.0111
13. Planning New School Facilities	2.46	2 & 126	.0891

Table 4.6 illustrates that community school directors had the highest mean score on the one item which approaches significance, planning school renovation projects. Central office administrators had the lowest mean score on this item. The difference in the mean scores between the two groups on this item was .60. In that none of the three items listed shows a significant difference it becomes necessary to take a look at the average mean scores of the three groups on the total set of items. It is noted that community school directors achieved the highest average mean score for the three items with central office administrators achieving the lowest average mean score. The difference

in the average mean score between the two groups was .32. It is also noted that small differences occurred on each item between each of the three groups. Therefore it is concluded that one item, 12, approaches significance and appears to be the individual item responsible for effecting the multivariate significance of the variable. It is further concluded that, while the smaller differences noted throughout the set of items were not large enough individually to be significant, the consistency of these differences throughout the set appear to have been an additional important factor in causing the multivariate significance of the variable.

TABLE 4.6.--Comparison of the mean differences in the perceptions of the three sample groups on the three items relating to the school facilities variable

Item	Community School Directors	Princi- pals	Central Office Adminis- trators
	Mean	Mean	Mean
4. Community Use of School Facilities	4.34	4.10	4.45
12. Planning School Renovation Projects	3.78	3.40	3.18
13. Planning New School Facilities	3.80	3.69	3.33
Average Mean Scores	3.97	3.73	3.65

Variable 6 (Evaluation of Staff)

The multivariate F ratio for Variable 6 was extremely close to the established level of significance. As seen in Table 4.7 the F ratio for item 20 indicated the significance probability exceeds the established .01 level of significance. Therefore it is concluded that the perceptions of the three sample groups differ significantly on one of the four items relating to the evaluation of staff variable. It is further concluded that item 20, evaluation of teachers, appears to be the item responsible for the multivariate F ratio approaching significance as related to the variable.

TABLE 4.7.--Univariate comparison of the three sample groups on the four items relating to the evaluation of staff variable

Item		F	df	p
20.	Evaluation of Teachers	4.91	2 & 126	.0089
21.	Evaluation of School Administrators	1.97	2 & 126	.1432
22.	Evaluation of the Instructional Program	0.64	2 & 126	.5283
23.	Evaluation of the Community School Program	0.14	2 & 126	.8662

Table 4.8 illustrates that community school directors had the higher mean score for the item listed, evaluation of teachers, while central office administrators achieved the lowest mean score. The significant difference in mean scores between the two groups (.55)

appears to be the main reason for the multivariate significance of the variable.

TABLE 4.8.--Comparison of the mean differences in the perceptions of the three sample groups on the one significant item relating to the evaluation of staff variable

Item	Community School Directors	Principals	Central Office Administrators
	Mean	Mean	Mean
20. Evaluation of Teachers	2.06	1.65	1.51

Grand Mean Scores (Functions)

After having looked at the differences, the grand mean scores for each of the twenty-three items is provided to present an overall picture of the perceived functions of school-community advisory councils. These are listed in rank order in Table 4.9 with the item having the highest grand mean score (4.5) listed first and the item having the lowest grand mean score (1.8) listed last. The standard deviations listed for each item range from a high of 1.071 to a low of .716. It is noted that only eleven of the twenty-three items exceed a grand mean score of 3.0, which places these items on the positive side of the rating scale.¹ Included within these eleven

¹Rating Scale: Very Extensively - 5, Extensively - 4, Moderately - 3, Minimally - 2, Not at all - 1.

TABLE 4.9.--A rank order listing of the grand mean scores for the three sample groups on each of the twenty-three items related to the functions of school-community advisory councils

Variable ^a	Item	Grand Mean	S.D.
CO	Neighborhood Oriented Problems	4.5	.716
CO	Human Relations Projects	4.4	.718
SF	Community Use of School Facilities	4.3	.730
CO	Fund Raising Activities	4.2	.997
CO	Planning Activities for Adults	4.1	.724
CO	Planning Activities for Children	3.8	.780
CO	Working with Social Agencies	3.7	.936
ES	Evaluation of the Community School Program	3.7	.935
SF	Planning New School Facilities	3.6	.964
SF	Planning School Renovation Projects	3.5	.903
SP	Developing School Policies	3.1	.904
SP	Curriculum Development	2.9	.812
ES	Evaluation of the Instructional Program	2.8	1.057
SP	Selection of Textbooks	2.6	.905
SS	Selection of Community School Directors	2.3	1.071
SS	Selection of Paraprofessionals	2.3	.917
SP	Planning the School Budget	2.2	.918
IT	In-Service Training of Administrators	2.2	.801
IT	In-Service Training of Teachers	2.2	.821
SS	Selection of Administrators	2.1	1.025
SS	Selection of Teachers	2.0	.928
ES	Evaluation of School Administrators	2.0	.973
ES	Evaluation of Teachers	1.8	.836

^aVariable Abbreviations:

CO - Community Oriented
 SF - School Facilities
 SP - School Policies
 IT - In-Service Training
 SS - Selection of Staff
 ES - Evaluation of Staff

items are: all items relating to the community-oriented variable; all items relating to the school-facilities variable; one item relating to the evaluation of staff variable; and one item relating to the school-policies variable. Twelve items fall below a grand mean score of 3.0, which places these items on the negative side of the rating scale. Included within these twelve items are: all items relating to the selection of staff variable; all items relating to the in-service training variable; three of the four items relating to the evaluation of staff variable; and three of the four items relating to the school-policies variable. A further analysis of the data reveals that six of the first seven items are related to the community-oriented variable and the last four items are related to the selection of staff, and evaluation of staff variables. Therefore, it is concluded that the three sample groups perceive that the school-community advisory councils should have from moderate to very extensive involvement in those functions which are community oriented and which relate to community use of school facilities. A moderate to extensive degree of involvement is perceived for school-community advisory councils in developing school policies, evaluating the community school program, and planning new school facilities and school renovation projects. It is further concluded that the three sample groups perceive

that the councils should have from moderate to no involvement in those functions which relate to the selection of staff and in-service training. A moderate to minimal degree of involvement is perceived for councils in curriculum development, selecting textbooks, and planning the school budget.

Perceived Support for School-Community
Advisory Councils

The null hypothesis tested for the difference among the perceptions of the three sample groups of school administrators concerning which individuals and groups are supportive of school-community advisory councils was:

Hypothesis 2:

There are no significant differences among the perceptions of school principals, community school directors, and central office administrators concerning which individuals and groups are supportive of school-community advisory councils.

$$H_0 2: \underline{m}_1 = \underline{m}_2 = \underline{m}_3$$

In Table 4.10 the F ratio for all three sample groups indicate the significance probability to be .0002 which exceeds the established .01 level of significance. It is concluded that there is a statistically significant difference in the perceptions of the three sample groups. Therefore, null hypothesis $H_0 2$ is rejected.

TABLE 4.10.--Multivariate test of equality of mean vectors for differences in perceptions of the three sample groups concerning support for school-community advisory councils

	F	df	p
Three Sample Groups	2.31	36 & 218	.0002

Variables Relating to Perceived
Support for School-Community
Advisory Councils

The eighteen items relating to which individuals and groups are perceived to support school-community advisory councils are divided into four dependent variables. As seen in Table 4.11 the F ratio for variable 1 indicates the significance probability exceeds the established .01 level of significance. Therefore, it is concluded that the perceptions of the three sample groups do differ significantly on one of the four variables tested relating to which individuals and groups are viewed as being supportive of school-community advisory councils.

Variable 1 (School Staff)

In Table 4.12 the F ratio for items 3, 5, and 6 indicates the significance probabilities exceed the established .01 level of significance. Therefore, it is concluded that the perceptions of the three sample groups do differ significantly on three of the seven items relating to the school staff variable.

TABLE 4.11.--Multivariate test of equality of mean vectors for the three sample groups on the four dependent variables concerning support for school-community advisory councils

Variable ^a	F	df	p
1. School Staff	4.18	14 & 240	.0001
2. Community Groups	1.90	12 & 242	.0347
3. Organized Groups	1.86	8 & 246	.0657
4. Students ^b	0.18	2 & 126	.8321

^aEach variable is related to specific items on the questionnaire as follows: School Staff (1-6, 18), Community Groups (7-12), Organized Groups (13-16), Students (17).

^bThe univariate test was performed on the Students variable because this variable consisted of only one item.

TABLE 4.12.--Univariate comparison of the three sample groups on the seven items relating to the school staff variable

Item	F	df	p
1. School Board	2.27	2 & 126	.1075
2. Teachers	0.49	2 & 126	.6069
3. Principals	13.17	2 & 126	.0001
4. Central Office Administrators	3.67	2 & 126	.0282
5. Community School Directors	8.52	2 & 126	.0004
6. Paraprofessionals	5.84	2 & 126	.0038
18. School Custodians	0.96	2 & 126	.3840

Table 4.13 illustrates that community school directors had the highest mean score on each of the three items. Central office administrators had the lowest mean scores on two of the items, support from principals and support from community school directors. The lowest mean score concerning support from paraprofessionals was achieved by principals. The greatest significant difference in mean scores (.95) occurred between community school directors and central office administrators concerning support from principals. Other notable significant differences (.70) occurred between community school directors and principals concerning support from paraprofessionals and between community school directors and central office administrators (.67) concerning support from community school directors.

TABLE 4.13.--Comparison of the mean differences in the perceptions of the three sample groups on the three significant items relating to the school staff variable

Item	Community School Directors	Princi- pals	Central Office Adminis- trators
	Mean	Mean	Mean
Principals	4.19	4.08	3.24
Community School Directors	4.63	4.22	3.96
Paraprofessionals	3.59	2.89	3.18

Grand Mean Scores (Support)

After looking at the differences it is appropriate to look at the total perspective--the grand mean scores for each of the eighteen items related to perceived support for school community advisory councils. These are listed in rank order in Table 4.14 with the item having the highest grand mean score (4.4) listed first and the item having the lowest grand mean score (2.6) listed last. The standard deviations listed for each item range from a high of 1.217 to a low of .736. An immediate observation is that thirteen of the eighteen items exceed a grand mean score of 3.0 which places these items on the positive side of the rating scale.² Included within these items are: six of the seven items relating to the school staff variable, four of the six items relating to the community groups variable, and three of the four items relating to the organized groups variable. Five items fall below a grand mean score of 3.0 which places these items on the negative side of the rating scale. Included within these items are: two items relating to the community groups variable; one item relating to the organized groups variable; the one item relating to the students variable; and one item relating to the school staff variable. Therefore, it is concluded that the three sample groups perceive a high to very high degree of

²Rating Scale: Very High - 5, High - 4, Moderate - 3, Low - 2, Very Low - 1.

TABLE 4.14.--A rank order listing of the grand mean scores for the three sample groups on each of the eighteen items relating to perceived support for school-community advisory councils

Variable ^a	Item	Grand Mean	S.D.
OG	Mott Foundation	4.4	.762
SS	School Board	4.3	.890
SS	Community School Directors	4.3	.736
SS	Principals	4.0	.868
SS	Central Office Administrators	3.9	.879
CG	Parents	3.5	1.019
CG	Minority Groups	3.5	1.144
CG	Middle Income Groups	3.3	.839
OG	Social Agencies	3.3	1.024
CG	Lower Income Groups	3.2	.987
OG	Parent Teacher Association (PTA)	3.2	1.217
SS	Paraprofessionals	3.2	1.002
SS	Teachers	3.0	.930
OG	United Teachers of Flint (UTF)	2.9	1.057
CG	City Administration	2.9	1.063
CG	Higher Income Groups	2.9	.996
ST	Students	2.8	1.102
SS	School Custodians	2.6	1.048

^aVariable Abbreviations:

SS - School Staff
 CG - Community Groups
 OG - Organized Groups
 ST - Students

support for school-community advisory councils from the Mott Foundation, school board, community school directors, and principals. A moderate to high degree of support for councils is perceived from teachers, paraprofessionals, The Parent Teachers Association (PTA), lower income groups, social agencies, middle income groups, minority groups, parents, and central office administrators. It is further concluded that the three sample groups perceive a moderate to low range of support for school-community advisory councils from the United Teachers of Flint (UTF), the city administration, higher income groups, students, and custodians.

Perceived Effect of School Community
Advisory Councils on School-
Community Relationships

The null hypothesis tested for the differences among the perceptions of the three sample groups of school administrators concerning the extent to which school-community advisory councils will effect school-community relationships was:

Hypothesis 3:

There are no significant differences among the perceptions of school principals, community school directors, and central office administrators concerning the extent to which school-community advisory councils will effect school-community relationships.

$$H_{O3}: \underline{m}_1 = \underline{m}_2 = \underline{m}_3$$

In Table 4.15 the F ratio for all three sample groups indicates the significance probability to be .0141 which does not exceed the established .01 level of significance. It is concluded that there is not a statistically significant difference in the perceptions of the three sample groups. Therefore, null hypothesis H_03 is not rejected. It is important to note, however, that the F ratio for the three sample groups is extremely close to the established level of significance. This necessitates that we take a look at the items which relate to the perceived effect of school-community advisory councils on school-community relationships, to determine where these differences exist.

TABLE 4.15.--Multivariate test of equality of mean vectors for differences of the three sample groups concerning the effect of school-community advisory councils on school-community relationships

	F	df	p
Three Sample Groups	1.81	24 & 230	.0141

Variables Relating to the Perceived
Effects of School-Community
Advisory Councils on School
Community Relationships

The twelve items which relate to the perceived effect of councils on school-community relationships are treated individually as dependent variables. Table 4.16 illustrates that the F ratio for items a and d indicate

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TABLE 4.16.--Univariate comparison of the three sample groups on the twelve items relating to the effect of school-community advisory councils on school-community relationships

Item	F	df	p
a. More communication between the schools and the community	6.06	2 & 126	.0031
b. The community having a better understanding of the school's educational program	2.99	2 & 126	.0535
c. The community having <u>less</u> confidence in the schools' educational program.	1.84	2 & 126	.1631
d. More parents becoming involved in school programs and activities	5.81	2 & 126	.0039
e. The community having a more positive attitude toward the administrative staffs in the schools.	0.89	2 & 126	.4118
f. The community having a <u>less</u> positive attitude toward the teachers in the school.	0.01	2 & 126	.9866
g. School administrators having a greater awareness of community problems.	0.35	2 & 126	.7032
h. Teachers having a greater awareness of community problems.	1.25	2 & 126	.2888
i. The community having a <u>less</u> positive attitude toward the central office administrative staff.	0.35	2 & 126	.7049
j. The community having a more positive attitude toward the Board of Education.	1.98	2 & 126	.1417
k. Increased home visitations by teachers.	3.66	2 & 126	.0284
l. Increased home visitations by school administrators	4.02	2 & 126	.0203

the significance probabilities exceed the established .01 level of significance. Therefore, it is concluded that the perceptions of the three sample groups do differ significantly on two of the twelve items relating to the effect of councils on school community relationships. It is further concluded that items a and d appear to be the main items responsible for the perceptions of the three sample groups approaching significance as related to the multivariate test for null hypothesis H_{03} .

Table 4.17 illustrates that community school directors had the highest mean score on both of the items listed while principals achieved the lowest mean scores for these items. The greatest significant difference (.55) occurred between the two groups concerning the effect of the councils in involving more parents in school programs and activities. The second notable difference (.36) occurred between the two groups concerning the councils providing more communication between the schools and the community. These differences appear to be the reasons for the multivariate F ratio of null hypothesis H_{03} to approach significance.

Grand Mean Scores (School-Community Relationships)

Now that the differences have been analyzed the grand mean scores for each of the twelve items are examined to provide insight concerning the perceived effect of school-community advisory councils on

TABLE 4.17.--Comparison of the mean differences in the perceptions of the three sample groups on the two significant items relating to the effect of school-community advisory councils on school-community relationships

Item	Community School Directors	Princi- pals	Central Office Adminis- trators
	Mean	Mean	Mean
a. More communication between the schools and the community	4.74	4.38	4.42
b. More parents becoming involved in school programs and activi- ties	4.36	3.81	4.12

school-community relationships. These are listed in Table 4.18 with the items worded in a positive manner listed first and the items worded in a negative manner listed last.³ The standard deviations are also listed and range from a high of .968 to a low of .539. An initial observation reveals that six of the nine positive items (a, b, d, e, g, h) exceed a grand mean score of 4.0 which places them on the agree to strongly agree end of the rating scale. The grand mean scores of the remaining three positive items (j, k, l) range within the undecided to agree part of the rating scale. It is

³Rating Scale for Positive and Negative items: Positive--Strongly Agree - 5, Agree - 4, Undecided - 3, Disagree - 2, Strongly Disagree - 1; Negative--Strongly Disagree - 5, Disagree - 4, Undecided - 3, Agree - 4, Strongly Agree - 1.

TABLE 4.18.--A listing of the grand mean scores for the three sample groups on each of the twelve items relating to the perceived effect of school-community advisory councils on school-community relationships

Item	Grand Mean	S.D.
<u>Positive Items</u>		
a. More communication between the schools and the community.	4.5	.539
b. The community having a better understanding of the schools' educational program.	4.4	.611
d. More parents becoming involved in school programs and activities.	4.1	.785
e. The community having a more positive attitude toward the administrative staffs in the schools.	4.2	.748
g. School administrators having a greater awareness of community problems.	4.3	.766
h. Teachers having a greater awareness of community problems.	4.0	.848
j. The community having a more positive attitude toward the Board of Education.	3.7	.955
k. Increased home visitations by teachers.	3.2	.939
l. Increased home visitations by school administrators.	3.3	.968
<u>Negative Items</u>		
c. The community having <u>less</u> confidence in the schools' educational program.	4.4	.658
f. The community having a <u>less</u> positive attitude toward the teachers in the school.	4.1	.763
i. The community having a <u>less</u> positive attitude toward the central office administrative staff.	3.9	.863

also noted that two of the three negative items (c, f) exceed a grand mean score of 4.0 which places them on the disagree to strongly disagree end of the rating scale. The remaining negative item (i) has a grand mean score which falls between undecided to disagree on the rating scale. These observations lead to the conclusion that the perceptions of the three sample groups range from agreement to strong agreement on those items pertaining to the formation of school-community advisory councils resulting in: more communication between the schools and the community; the community having a better understanding of the schools' educational program, and a more positive attitude toward the administrative staffs in the schools; more parents becoming involved in school activities; and school administrators and teachers having a greater awareness of community problems. The perceptions range from undecided to agreement concerning the potential for the councils to foster more positive community attitudes toward the Board of Education and to increase home visitations by teachers and administrators. It is further concluded the perceptions of the three sample groups range from disagreement to strong disagreement on those items pertaining to the formation of the councils resulting in the community having less confidence in the schools' educational program, and a less positive attitude toward teachers in the schools. The perceptions range from

undecided to disagreement concerning the potential for the councils' formation resulting in the community having a less positive attitude toward the central office administrative staff.

Perceived Effects of School-Community
Advisory Councils on Educational
Decision Making

The null hypothesis tested for the difference among the perceptions of the three sample groups of school administrators concerning the extent to which school-community advisory councils will effect educational decision making was:

Hypothesis 4:

There are no significant differences among the perceptions of school principals, community school directors, and central office administrators concerning the extent to which school community advisory councils will effect educational decision making.

$$H_0 4: \underline{m}_1 = \underline{m}_2 = \underline{m}_3$$

In Table 4.19 the F ratio for all three sample groups indicate the significance probability to be .0098 which exceeds the established .01 level of significance. It is concluded that there is a statistically significant difference in the perceptions of the three sample groups. Therefore, null hypothesis $H_0 4$ is rejected.

TABLE 4.19.--Multivariate test of equality of mean vectors for differences in perceptions of the three sample groups concerning the effect of school-community advisory councils on educational decision making

	F	df	p
Three Sample Groups	2.40	10 & 244	.0098

Variables Relating to the Perceived
Effect of School-Community
Advisory Councils on Edu-
cational Decision Making

The five items which relate to the perceived effect of councils on educational decision making are treated individually as dependent variables. Table 4.20 illustrates that the F ratio for items q and r indicate the significance probabilities exceed the established .01 level of significance. Therefore, it is concluded that the perceptions of the three sample groups do differ significantly on two of the five items relating to the effect of councils on educational decision making.

Table 4.21 illustrates that community school directors had the highest mean score on both items, while principals had the lowest mean scores on both items. The greatest significant difference (.68) occurred between the two groups concerning teachers being more involved in the educational decision-making process. The second significant difference (.58) occurred between the two groups concerning the community having more "power" in the educational decision-making process.

TABLE 4.20.--Univariate comparison of the three sample groups on the five items relating to the effect of school-community advisory councils on educational decision making

Item	F	df	p
n. A decrease in the authority of principals in making educational decisions.	0.19	2 & 126	.8236
o. The Board of Education becoming more responsive to community demands.	2.41	2 & 126	.0939
p. A decrease in the authority of central office administrators in making educational decisions.	1.21	2 & 126	.2994
q. The community having more "power" in the educational decision-making process.	5.58	2 & 126	.0048
r. Teachers being more involved in the educational decision-making process.	9.73	2 & 126	.0002

TABLE 4.21.--Comparison of the mean differences in the perceptions of the three sample groups on the two significant items relating to the effect of school-community advisory councils on educational decision making

Item	Community School Directors	Principals	Central Office Administrators
	Mean	Mean	Mean
q. The community having more "power" in the educational decision-making process	3.82	3.24	3.42
r. Teachers being more involved in the educational decision-making process	3.72	3.04	3.18

Grand Mean Scores (Educational
Decision Making)

After analyzing the differences, the grand mean scores are presented for each of the five items in order to provide a more in-depth perspective of the perceived effect of school-community advisory councils on educational decision making. These are presented in Table 4.22 with those items worded in a positive manner listed first and those items worded in a negative manner listed last.⁴ The standard deviations listed for each item range from a high of 1.00 to a low of .788. It is initially noted that the grand mean scores for the three positive items (o, q, r) all fall within the undecided to agree part of the rating scale. It is further observed that the two negative items (n, p) both have grand mean scores which place them in the undecided to disagree part of the rating scale. Therefore it is concluded that the perceptions of the three sample groups range from undecided to agreement concerning the formation of the councils resulting in: the Board of Education becoming more responsive to community "demands," the community having more "power" in the educational decision-making process, and teachers being more involved in the educational decision-making process. It is also concluded that the perceptions of the three sample groups range

⁴Ibid.

TABLE 4.22.--A listing of the grand mean scores for the three sample groups on each of the five items relating to the perceived effect of school-community advisory councils on educational decision making

Item	Grand Mean	S.D.
<u>Positive Items</u>		
o. The Board of Education becoming more responsive to community "demands."	3.7	.905
q. The community having more "power" in the educational decision-making process.	3.5	.871
r. Teachers being more involved in the educational decision-making process.	3.3	.788
<u>Negative Items</u>		
n. A <u>decrease</u> in the authority of principals in making educational decisions.	3.7	1.00
p. A <u>decrease</u> in the authority of central office administrators in making educational decisions.	3.4	.931

from undecided to disagreement concerning the formation of the councils resulting in a decrease in the authority of principals and central office administrators in making educational decisions.

Perceived Effects of School-Community
Advisory Councils on Adminis-
trative Effectiveness

The null hypothesis tested for the difference in perceptions of the three sample groups of school administrators concerning the extent to which school-community advisory councils will effect administrative effectiveness was:

Hypothesis 5:

There are no significant differences among the perceptions of school principals, community school directors, and central office administrators concerning the extent to which school-community advisory councils will effect administrative effectiveness.

In Table 4.23 the F ratio for all three sample groups indicates the significance probability to be .0052 which exceeds the established .01 level of significance. It is concluded that there is a statistically significant difference in the perceptions of the three sample groups. Therefore, null hypothesis H_{05} is rejected.

TABLE 4.23.--Multivariate test of equality of mean vectors for differences in perceptions of the three sample groups concerning the extent to which school-community advisory councils will effect administrative effectiveness

	F	df	p
Three Sample Groups	2.59	10 & 244	.0052

Variables Relating to the Perceived
Effect of School-Community Advisory
Councils on Administrative
Effectiveness

The five items which relate to the perceived effect of councils on administrative effectiveness are treated individually as dependent variables. As seen in Table 4.24 the univariate F ratio does not exceed the established .01 level of significance for any of the five items listed. In that the multivariate F ratio for null hypothesis H_{05} does show significant differences, it becomes necessary to attribute this significance to the items relating to the hypothesis considered as a total set rather than as individual items. It is also pointed out that items 3 and 5 come closest to the established level of significance. Therefore, it is concluded that although the perceptions of the three sample groups do not differ significantly on any of the five items, it appears that the five items considered as a total set are responsible for the multivariate F ratio of H_{05} exceeding the established limit of significance.

TABLE 4.24.--Univariate comparison of the three sample groups on the five items relating to the effect of school-community advisory councils on administrative effectiveness

Item	F	df	p
2. Advisory councils will <u>hinder</u> the Board of Education in developing school policies.	2.52	2 & 126	.0844
3. Advisory councils will improve the ability of community school directors to develop appropriate programs and activities for the community.	3.88	2 & 126	.0231
4. Advisory councils will <u>impair</u> the effectiveness of principals in administering their school programs.	0.65	2 & 126	.5203
5. Advisory councils will improve the effectiveness of central office administrators in carrying out their respective duties and responsibilities.	3.90	2 & 126	.0227
6. Advisory councils are necessary for the effective administration of the schools in your district.	0.07	2 & 126	.9297

It is further concluded that items 3 and 5 appear to be the main items which have contributed to the multivariate significance.

Table 4.25 illustrates that community school directors had the highest mean scores on items 2, 3, 4, and 5 while central office administrators had the lowest mean scores on items 2 and 3 and principals had the lowest mean scores on items 4 and 5. Principals achieved the highest mean score on item 6 while community school directors achieved the lowest mean score on this item. The two items, 2 and 3, which came closest to the established .01 level of significance each had a notable difference in mean scores. There was a mean score difference of .49 between community school directors and principals concerning item 5, the effect of councils on improving the effectiveness of central office administrators in carrying out their respective duties and responsibilities. A mean score difference of .36 was noted between community school directors and central office administrators concerning item 3, the potential for councils to improve the ability of community school directors to develop appropriate programs and activities. In that none of the five items listed shows a significant difference it becomes necessary to look at the average mean scores on the total set of items. It is noted that community school directors achieved the highest

TABLE 4.25.--Comparison of the mean differences in the perceptions of the three sample groups on the five items relating to the effect of school-community advisory councils on administrative effectiveness

Item	Community School Directors	Princi- pals	Central Office Adminis- trators
	Mean	Mean	Mean
2. Advisory councils will hinder the Board of Education in developing school policies.	4.04	3.87	3.66
3. Advisory councils will improve the ability of community school directors to develop appropriate programs and activities for the community.	4.48	4.14	4.12
4. Advisory councils will <u>impair</u> the effectiveness of principals in administering their school programs.	4.02	3.83	3.96
5. Advisory councils will improve the effectiveness of central office administrators in carrying out their respective duties and responsibilities.	3.53	3.04	3.48
6. Advisory councils are necessary for the effective administration of the schools in your district.	3.42	3.51	3.48
Average Mean Score	3.90	3.67	3.74

average mean score while principals achieved the lowest average mean score. The difference in the average mean scores between the two groups was .23. It is further pointed out that small differences occurred on each item between each of the groups. These observations lead to the conclusion that two items, 3 and 5, have notable mean score differences which appear to have had an effect on the multivariate significance of H_{05} . It is further concluded that while the smaller differences noted throughout the set of items were not large enough individually to be significant, the consistency of these differences throughout the set appear to have been an important determining factor in causing the multivariate F ratio of H_{05} to exceed the established level of significance.

Grand Mean Scores (Administrative Effectiveness)

Now that the differences have been discussed the grand mean scores are listed to provide a greater overall picture of the perceived effect of school community advisory councils on administrative effectiveness. These are presented in Table 4.26 with the items worded in a positive manner listed first and the items worded in a negative manner listed last.⁵ The standard deviations listed for each item range from a high of 1.105 to a low of .697. A first observation reveals that one positive

⁵Ibid.

TABLE 4.26.--A listing of the grand mean scores for the three sample groups on each of the five items relating to the perceived effect of school-community advisory councils on administrative effectiveness

Item	Grand Mean	S.D.
<u>Positive Items</u>		
3. Advisory councils will improve the ability of community school directors to develop appropriate programs and activities for the community.	4.2	.697
5. Advisory councils will improve the effectiveness of central office administrators in carrying out their respective duties and responsibilities.	3.3	.933
6. Advisory councils are necessary for the effective administration of the schools in your district.	3.5	1.105
<u>Negative Items</u>		
2. Advisory councils will <u>hinder</u> the Board of Education in <u>developing</u> school policies.	3.9	7.37
4. Advisory councils will <u>impair</u> the effectiveness of principals in administering their school programs.	3.9	.809

item (3) exceeds a grand mean score of 4.0 which places it on the agree to strongly agree end of the rating scale. The grand mean scores of the remaining two positive items (5, 6) range within the undecided to agree part of the rating scale. It is further observed that the two negative items (2, 4) both have grand mean scores which place them in the undecided to disagree part of the rating scale. Therefore, it is concluded that the perceptions of the three sample groups range from agreement to strong agreement concerning the potential for the councils to improve the ability of community school directors to develop appropriate programs and activities. The perceptions range from undecided to agreement concerning the effect of the councils to improve the effectiveness of central office administrators in carrying out their respective duties and responsibilities, and the necessity of councils for effective administration of schools in the district. It is further concluded that the perception of the three sample groups range from undecided to disagreement concerning the potential for councils to hinder the Board of Education in developing school policies, and to impair the effectiveness of principals in administering their school programs.

1

Perceived Effect of School-Community
Advisory Councils on Improving the
Educational Program

Related Item

The one specific item related to examining the perceptions of the three sample groups concerning the effect of councils on improving the educational program was:

Item m: The formation of school-community advisory councils will result in an improvement in the schools' total educational program.

The univariate test of analysis showed that there were no significant differences in the perceptions of the three sample groups concerning the effect of councils on improving the schools' educational program. Therefore, it is appropriate to use the grand mean score for further analysis. The three sample groups achieved a grand mean score of 4.0 on this one specific item, which falls directly on the agree point of the rating scale.⁶ Based on this observation it is concluded that the three sample groups are in agreement that the formation of school-community advisory councils will result in an improvement in the schools' total educational program.

⁶Ibid.

Perceived Value and Importance of
School-Community Advisory
Councils

Related Item

The one specific item related to examining the perceptions of the three sample groups concerning the value and importance of school-community advisory councils was:

Item 7: Advisory councils will prove to be valuable and important components of your school district.

The univariate test of analysis showed that there were no significant differences in the perceptions of the three sample groups concerning the value and importance of councils. Therefore, it is appropriate to use the grand mean score for further analysis. The three sample groups achieved a grand mean score of 4.1 on this one specific item which falls in the agree to strongly agree end of the rating scale.⁷ It is therefore concluded that the three sample groups are in agreement that school-community advisory councils will prove to be valuable and important components of their school district.

⁷Ibid.

Perceived Advantages of School-
Community Advisory Councils

Related Question

The one short-answer question relating to the perceptions of the three sample groups concerning the advantages of school-community advisory councils was:

Part IV, Q 1: What do you feel will be the major advantages, if any, of school-community advisory councils?

It is important to point out that some respondents listed several advantages while others did not respond to the question at all.

Community School Directors'
Responses

The advantages most frequently mentioned by community school directors were that councils would foster greater communication, cooperation, and understanding between the schools and the community; and that school-home relationships would improve. This group also stressed, to a lesser degree, that the formation of councils would result in more community residents becoming involved in school programs and activities. Several of the community school directors indicated that the councils would allow for greater input into the school by the community and that the schools would ultimately become more responsive to community needs and problems.

Principals' Responses

The advantages most frequently indicated by principals included improved communication between the schools and the community, improved public relations, and the community gaining a better understanding of the schools' programs. To a lesser degree the principals viewed as additional advantages, a greater involvement by the community in school-sponsored programs and activities and the community gaining a greater awareness of school problems. Some notable individual comments concerning advantages included: the development of a concept of "shared decision-making"; gaining a better understanding of community expectations of schools; developing better "after school" programs; and increased pressure from the community for excellence and productivity.

Central Office Administrators' Responses

This group perceived the major advantages of councils to be more and better communication between the schools and the community, a greater understanding by the community of the goals and objectives of the school system, and the development of a more positive community attitude toward the schools. Other less frequently mentioned advantages cited by central office administrators included the schools becoming more responsive to the community, the schools having a greater awareness of

community problems, a greater use of school facilities, and improved relations between the school board and the community. Notable individual comments relating to advantages were: the development of councils would reduce the potential for community control and "pressure groups"; the community would gain a better appreciation of the job the schools are doing; and that "more heads are better than one in solving problems."

Perceived Disadvantages of School- Community Advisory Councils

Related Question

The one short-answer question relating to the perceptions of the three sample groups concerning the disadvantages of school-community advisory councils was:

Part IV, Q 2: What do you feel will be the major disadvantages, if any, of school-community advisory councils?

It is important to point out that some respondents listed several disadvantages while others did not respond to the question at all.

Community School Directors' Responses

The disadvantages noted most frequently by this group related to the potential for the councils to function as "power" groups and ultimately become models for community control of schools. Several of the community school directors stressed the need for clarification of

the advisory role which the councils would play in school-related matters. Less frequently mentioned disadvantages included the councils causing unnecessary school problems through their "continual demands," and that the councils would not be truly representative of the communities they serve. Noteworthy individual comments concerning disadvantages related to the councils serving only as a "gripping board," requiring too much administrative time, and ultimately "slowing down the progress of the schools."

Principals' Responses

The disadvantages cited most frequently by principals included a strong suspicion that the councils would develop into "power seeking" groups and ultimately become vehicles for community control of the schools. Other frequently mentioned disadvantages included concern that the councils would be dominated by self-interest groups intent on "pushing their own causes," and would only serve as "pressure groups" on the school administration. Less frequently mentioned disadvantages related to: the councils requiring too much administrative time; a general apathy on the part of the community for involvement in the schools; present rules and regulations would make it difficult to identify viable tasks for the councils to perform; and the limitations of the advisory role of councils would be difficult to maintain.

Central Office Administrators' Responses

This group perceived the major disadvantages of councils to be: the advisory role of councils would be misunderstood and they would ultimately want to usurp administrative "powers"; the councils would not be truly representative of the communities they serve; they would be dominated by self-interest groups desirous of "doing their own thing"; and the councils would ultimately lead to community control of schools. Less frequently mentioned disadvantages related to the excessive amount of administrative time necessary to maintain councils and the confusion and frustration that could result from lack of direction and support from the administrative staff. Notable individual comments concerning disadvantages included: "the professional staff fears them--somewhat"; the councils would become vehicles for harrassment of the administration and staff by a strong vocal minority; and that "councils would desire involvement in areas where they do not have expertise to function."

Summary

Chapter IV has presented the analysis of data in an attempt to:

- (1) Assess the results of each of the five hypotheses tested concerning the perceived functions of school-community advisory councils, individual

and group support for councils, effect that councils would have on school-community relationships, and the effect that councils would have on educational decision making and administrative effectiveness;

- (2) Analyze the results of the two items relating to the perceived effect of councils on improving the schools' educational program and the perceived value and importance of councils; and
- (3) Analyze the results of the two short-answer questions designed to assess the perceived advantages and disadvantages of councils. The resultant findings and interpretations have been presented by tables and in appropriate written description.

The multivariate and univariate analysis of variance tests were used in the analyses of each of the five hypotheses tested. An alpha level of .01 was established and maintained in both multivariate and univariate analysis. Mean and mean difference scores were used in reporting differences among the three sample groups surveyed. Grand mean scores were reported for each of the five hypotheses in order to provide additional insight concerning the perceptions of the total sample group. The univariate test was used to analyze item m and item 7.

An alpha level of .01 was established and maintained in analyzing both items. Grand mean scores were used to report the perceptions of the total sample group on each item. The results of the two short-answer questions were reported in narrative form.

Null hypothesis H_0 stated that no significant differences existed among the perceptions of the three sample groups concerning the functions of councils. The multivariate test showed that the significance probabilities of two variables, selection of staff and school facilities, exceeded the .01 level of significance. It was also noted that one additional variable, evaluation of staff, approached significance. Therefore H_0 was rejected. The univariate test showed that all four of the items relating to the selection of staff variable, and one of the four items relating to the evaluation of staff variable, exceeded the established level of significance. One of the three items related to the school facilities variable approached significance. A comparison of the mean differences in the perceptions of the three sample groups revealed that community school directors had the highest mean score on each of the five significant items and also on the one item which approached significance. Central office administrators had the lowest mean scores on three of the significant items: selection of teachers, selection of administrators,

and evaluation of teachers--and also on the one item approaching significance, planning school renovation projects. Principals had the lowest mean scores on two of the significant items, selection of paraprofessionals and selection of community school directors. The grand mean scores for H_{01} revealed that the three sample groups perceived that councils should have their most extensive involvement in those functions which are community oriented, and which relate to community use of school facilities; moderately extensive involvement in developing school policies; evaluating the community school program; and planning new school facilities and renovation projects; moderate to minimal involvement in curriculum development, selecting textbooks, and planning the school budget; and very minimal involvement in the selection of staff and in-service training of staff.

Null hypothesis H_{02} stated that no significant differences existed among the perceptions of the three sample groups concerning individual and group support for councils. Multivariate analysis of the data revealed that the significance probability of one variable, school staff, exceeded the .01 level of significance. Therefore H_{02} was rejected. Univariate analysis showed that three of the seven items relating to the school staff variable exceeded the established level of significance. A comparison of the mean differences in the perceptions of the

three sample groups showed that community school directors had the highest mean score on each of the three significant items. Central office administrators achieved the lowest mean scores on two of the significant items, support from principals and support from community school directors. Principals had the lowest mean score on the remaining significant item, support from paraprofessionals. The grand mean scores for H_02 revealed that the three sample groups perceived the highest degree of support for councils coming from the Mott Foundation, the school board, community school directors, and principals. A moderate degree of support was perceived to be coming from central office administrators, parents, minority groups, middle income groups, social agencies, lower income groups, the Parent Teacher Association (P.T.A.), paraprofessionals, and teachers. The lowest level of support was perceived to be coming from the United Teachers of Flint, the city administration, higher income groups, students, and school custodians.

Null hypothesis H_03 postulated that no significant differences existed among the perceptions of the three sample groups concerning the effect of councils on school-community relationships. The multivariate test showed that the significance probability of the twelve related items, taken as a set, to be .0141 which did not exceed the established .01 level of significance.

Therefore, H_03 was not rejected. In that the multivariate F ratio was extremely close to significance, the univariate test was performed on the twelve items to see where these differences existed. The univariate test revealed that the significance probabilities of two of the items exceeded the established level of significance. A comparison of the mean differences in the perceptions of the three sample groups showed that community school directors achieved the highest mean score on each of the two significant items, the councils providing more communication between the schools and the community, and the effect of the councils in involving more parents in school programs and activities. Principals had the lowest mean scores on the two significant items. The grand mean scores for H_03 revealed that the three sample groups displayed fairly strong agreement that the formation of councils would result in: more communication between the schools and the community; the community having a better understanding of the schools' educational program; developing a more positive attitude toward the administrative staff; and becoming more involved in school programs and activities; and administrators and teachers having a greater awareness of community problems. Mild agreement was expressed concerning the potential for councils to foster positive community attitudes toward the board of education and to increase home visitations

by teachers and administrators. Relatively strong disagreement was evident concerning the formation of councils resulting in the community having less confidence in the schools educational program, and a less positive attitude toward teachers. Mild disagreement was noted concerning the potential for the councils' formation resulting in the community having a less positive attitude toward the central office administrative staff.

Null hypothesis H_04 stated that no significant differences existed among the perceptions of the three sample groups concerning the effect of councils on educational decision making. Multivariate analysis of the data showed that the significance probability of the five related items, taken as a set, exceeded the .01 level of significance. Therefore, H_04 was rejected. Univariate analysis revealed that two of the five items exceeded the established level of significance. A comparison of the mean differences in the perceptions of the three sample groups showed that community school directors had the highest mean score on each of the significant items, the community having more "power" in the educational decision-making process, and teachers being more involved in the educational decision-making process. Principals achieved the lowest mean score on each of the significant items. The grand mean scores for H_04 revealed that the three sample groups moderately agreed that the formation

of councils would result in the board of education becoming more responsive to community "demands" and the community having more "power," and teachers having more involvement, in the educational decision-making process. Moderate disagreement was noted concerning the formation of councils resulting in a decrease in the authority of principals and central office administrators in making educational decisions.

Null hypothesis $H_0 5$ postulated that no significant differences existed among the perceptions of the three sample groups concerning the effect of councils on administrative effectiveness. The multivariate test showed that the significance probability of the five related items, taken as a set, exceeded the .01 level of significance. Therefore, $H_0 5$ was rejected. The univariate test showed that the significance probability did not exceed the established level of significance for any of the five items. Therefore, it was concluded that the five items considered as a set, rather than as individual items, appeared to be responsible for the multivariate significance. A comparison of the mean differences in the perceptions of the three sample groups revealed that while a significant difference did not exist among the groups on any one item, small differences did occur on each item between each of the groups. These observations led to the conclusion that the consistency

of these smaller differences throughout the set appeared to be an important factor in causing the multivariate F ratio of H_05 to exceed the established level of significance. The grand mean scores for H_05 showed that the three sample groups displayed relatively strong agreement concerning the potential for councils to improve the ability of community school directors to develop appropriate programs and activities. Moderate agreement was noted concerning the potential for councils to improve the effectiveness of central office administrators in carrying out their respective duties and responsibilities, and the necessity of councils for effective administration of schools in the district. Mild disagreement was displayed concerning the potential for councils to hinder the Board of Education in developing school policies, and to impair the effectiveness of principals in administering their school program.

Item m assessed the perceptions of the three sample groups concerning the effect of councils on improving the schools' total educational program. The univariate test showed that no significant differences existed in the perceptions of the three groups. The grand mean score for item m revealed that the three sample groups were in agreement that the formation of councils would result in an improvement in the schools' total educational program.

Item 7 assessed the perceptions of the three sample groups concerning the potential for councils to be valuable and important components of the school district. The univariate test revealed that no significant differences existed in the perceptions of the three groups. The grand mean score for item 7 showed that the three sample groups agreed that the councils would prove to be valuable and important components of the school system.

Question 1 in Part IV related to the perceptions of the three sample groups concerning the advantages of school-community advisory councils. Advantages cited by all three groups included: more communication between the schools and the community; the community gaining a better understanding of the schools' programs; improved home-school relationships; and the schools becoming more responsive to community needs. Other advantages noted in varying degrees among the three groups encompassed: more parent involvement in school programs and activities; the community gaining a better understanding of school problems; and the schools becoming more cognizant of community problems.

Question 2 in Part IV related to the perceptions of the three sample groups concerning the disadvantages of school-community advisory councils. Disadvantages generally noted by all three groups included: the councils developing into "power groups" and ultimately

becoming vehicles for community control of schools; the councils would not be truly representative of the communities they serve; the councils would be dominated by self-interested groups desirous of "doing their own thing"; and the nature of the advisory role of councils would be difficult to interpret and maintain. Other disadvantages, cited to a lesser degree, related to the councils requiring an excessive amount of administrative time, the inability of the board of education to meet the needs of all councils, and a general apathy for involvement on the part of the community.

CHAPTER V

SUMMARY, CONCLUSIONS, INTERPRETATIONS, AND RECOMMENDATIONS

Summary

Permeating education today is an intense feeling of concern and despair generated by the urban citizenry as they interpret and evaluate the quality of education which their children are receiving. This concern has manifested itself in a growing suspicion and distrust of school administrators responsible for formulating educational policies in the schools. As a result community residents are desirous of, and in many cases committed to, having a more active and meaningful involvement in the educational decision-making process. This striving for greater involvement by citizens in school governance has been referred to by many educational authorities as representing one of the major issues confronting school administrators today. ✓

The main purpose of this study was to assess the perceptions of school administrators concerning the functions of school-community advisory councils, which individuals and groups would support the councils, the

effect the councils would have on school-community relationships, and the effect the councils would have on educational decision making and administrative effectiveness.

A selected review of the literature revealed that citizen involvement had its beginnings in colonial America and evolved as an integral part of the democratic tradition. Important contributors to the developing concept of citizen involvement in American public education were the New England town meeting form of government, the influence of Thomas Jefferson, the development of state systems of education, and the impact of organized citizens groups. It was also noted that the growing national concern for greater participation by citizens in the policy-making structure of American societal institutions has provided a more recent backdrop against which citizen involvement in public education has emerged. The concept of lay advisory councils as vehicles for citizen involvement was examined in regard to the myriad of purposes, functions, and organizational patterns which have characterized the development of councils. Since the theoretical base of the study was predicated on the perceptions of the individuals who participated, an attempt was made to analyze the underlying tenets of perceptual theory.

The sample population used for the study consisted of all principals (55), all community school directors (56), and a selected group of central office administrators (39) of the Flint, Michigan public school system. A structured questionnaire, developed by the researcher, was used to gather the data necessary to fulfill the purposes of the study. The data were analyzed with the assistance of the Research Consultation Office in the College of Education at Michigan State University. The statistical techniques used included: Finn's multivariate test of equality of mean vectors to determine if significant differences existed among the three sample groups surveyed; the univariate analysis of variance test to determine where significant differences existed among the three groups; mean and mean difference scores to report the differences among the three groups; and grand mean scores to provide additional insight concerning the perceptions of the three groups. The .01 alpha level of significance was selected as the critical region of rejection in both multivariate and univariate analysis.

Conclusions

Analysis of the data provided conclusions for each of the areas examined.

Perceived Functions of School-
Community Advisory Councils

1. Significant differences exist in the perceptions of the three sample groups concerning the functions of school-community advisory councils.

2. Significant differences exist in the perceptions of the three sample groups on five of the twenty-three functions related to potential council involvement, selection of teachers, selection of administrators, selection of community school directors, selection of paraprofessionals and evaluation of teachers. One additional function approaches significance--planning school renovation projects. Community school directors perceive the highest degree of involvement for councils in each of the six functions cited; while central office administrators perceive the lowest degree of involvement for councils concerning the selection of administrators and teachers, the evaluation of teachers, and planning school renovation projects; principals perceive the lowest degree of involvement for councils concerning the selection of paraprofessionals and community school directors.

3. The three sample groups collectively perceive that councils should have their greatest involvement in those functions which relate to: neighborhood-oriented

problems; human relations projects; community use of school facilities; fund-raising activities; and planning activities for adults and children. They perceive moderate to extensive involvement for councils in developing school policies, planning new school facilities and school renovation projects, evaluating the community school program, and working with social agencies. Moderate to minimal involvement is perceived for councils in curriculum development, evaluating the instructional program, and selecting textbooks. The three sample groups perceive that councils should have the least amount of involvement in those functions which relate to planning the school budget, selecting staff, in-service training of staff, and evaluating staff.

Perceived Support for School-Community Advisory Councils

1. Significant differences exist in the perceptions of the three sample groups concerning individual and group support for school-community advisory councils.

2. Significant differences exist in the perceptions of the three sample groups concerning three of the eighteen groups listed as potential supporters of school community advisory councils: principals, community school directors, and paraprofessionals. Community school directors perceive the highest degree of

support for councils from each of the three groups listed, while central office administrators perceive the lowest degree of support for councils coming from principals and community school directors. Principals perceive the lowest degree of support for councils coming from para-professionals.

3. The three sample groups collectively perceive the highest degree of support for councils coming from the Mott Foundation, the school board, community school directors, principals, and central office administrators. They perceive a moderate degree of support coming from parents, lower and middle income groups, the P.T.A., social agencies, paraprofessionals, and teachers. The three sample groups perceive the lowest degree of support coming from the United Teachers of Flint, the city administration, higher income groups, students, and school custodians.

Perceived Effect of School-Community
Advisory Councils on School-
Community Relationships

1. While there are no significant differences in the perceptions of the three sample groups concerning the extent to which school-community advisory councils will effect school-community relationships, the multivariate F ratio of the three sample groups is so close

to significance that the twelve related items warrant closer individual analysis.

2. Significant differences exist in the perceptions of the three sample groups on two of the twelve items relating to the effect of school-community advisory councils on school-community relationships: the councils providing more communication between the schools and the community and the potential for councils to involve more parents in school programs and activities. Community school directors are most in agreement that councils can provide more communication and involve more parents, while principals are least in agreement that councils have the potential to effect these changes.

3. The three sample groups collectively are in strong agreement that the formation of councils will result in: increased communication and understanding between the schools and the community; the community developing a more positive attitude toward the administrative staff; and administrators and teachers gaining a greater awareness of community problems. They express moderate agreement concerning the potential for councils to foster positive community attitudes toward the Board of Education, and increase home visitation by teachers and administrators. Collectively the three sample groups are in disagreement that the formation of councils will

result in the community having less confidence in the schools' educational program, and a less positive attitude toward teachers and the central office administrative staff.

Perceived Effect of School-Community
Advisory Councils on Educational
Decision Making

1. Significant differences exist in the perceptions of the three sample groups concerning the effect of school-community advisory councils on educational decision making.

2. Significant differences exist in the perceptions of the three sample groups concerning two of the five items relating to the effect of school-community advisory councils on educational decision making: the community having more "power" in the educational decision-making process and teachers having more involvement in the educational decision-making process. Community school directors display the highest degree of agreement that the development of councils will allow for the community to have more "power," and teachers to have more involvement, in educational decision making; while principals display the lowest degree of agreement that the formation of councils will result in more involvement for these groups in the educational decision-making process.

3. The three sample groups collectively are in moderate agreement that the formation of councils will result in the Board of Education becoming more responsive to the community and the community having more "power," and teachers greater involvement, in the educational decision-making process. They moderately disagree that the formation of councils will result in a decrease in the authority of principals and central office administrators in making educational decisions.

Perceived Effect of School-Community
Advisory Councils on Administrative
Effectiveness

1. Significant differences exist in the perceptions of the three sample groups concerning the effect of school-community advisory councils on administrative effectiveness.

2. The five items related to the effect of councils on administrative effectiveness considered as a total set, rather than as individual items, appear to be responsible for the significant differences noted in the perceptions of the three sample groups. A comparison in the mean differences of the three sample groups reveals that while a significant difference does not exist on any one item, small differences do occur on each item and between each group. It appears that the consistency

of these smaller differences throughout the set are responsible for the significant differences cited in the perceptions of the three groups.

3. The three sample groups collectively are in strong agreement concerning the potential for councils to improve the ability of community school directors to develop appropriate programs and activities. They display moderate agreement that councils will improve the effectiveness of central office administrators in carrying out their duties and responsibilities and that councils are necessary for the effective administration of schools. Collectively the three sample groups express disagreement that councils will hinder the Board of Education in developing school policies, and impair the effectiveness of principals in administering their school program.

Perceived Effect of School-Community
Advisory Councils on Improving
the Educational Program

1. There are no significant differences in the perceptions of the three sample groups concerning the effect of school-community advisory councils in improving the schools' total educational program.

2. The three sample groups are in agreement that the formation of school-community advisory councils will result in an improvement in the schools' total educational program.

Perceived Value and Importance
of School-Community Advisory
Councils

1. There are no significant differences in the perceptions of the three sample groups concerning the value and importance of school-community advisory councils.

2. The three sample groups are in agreement that school-community advisory councils will prove to be valuable and important components of the school district.

Perceived Advantages of School-
Community Advisory Councils

1. The three sample groups feel that the major advantages of school-community advisory councils will be more communication between the schools and the community, the community having a better understanding of the schools' programs, improved home-school relationships, and the schools becoming more responsive to community needs.

2. The three sample groups perceive that lesser advantages of school-community advisory councils will be more parent involvement in school programs and activities, the community gaining a better understanding of school problems and conversely the schools becoming more aware of community problems.

Perceived Disadvantages of School-Community Advisory Councils

1. The three sample groups feel that the major disadvantages of school-community advisory councils will be: the councils developing into "power groups" and ultimately becoming vehicles for community control of the schools; the councils not being truly representative of the communities they serve and being dominated by self-interest groups desirous of "doing their own thing"; and the nature of the advisory role of councils being difficult to interpret and maintain.

2. The three sample groups perceive that lesser disadvantages of councils will be: the councils requiring an excessive amount of administrative time; the inability of the Board of Education to meet the needs expressed by the councils; and a general community apathy for involvement in the schools.

Interpretations

Some of the results and implications of the study warrant discussion and interpretation.

The findings of the study clearly point out that the principals, community school directors, and the central office administrative staff of the Flint public school system are desirous of citizen involvement in only certain areas of the total school program. They project the highest degree of involvement for school-community advisory councils in nonacademic related functions--those which generally connote involvement in concerns "outside" of the school and activities that take place "after" school. Minimal involvement is perceived for school-community advisory councils in matters relating to the "traditional" school program--namely; personnel, evaluation, curriculum, budget, and in-service training. It is of value to note that Harris' study of citizen participation in educational decision making reported similar findings. His study, conducted in a large New England city, revealed that professional educators perceived the highest level of involvement for citizens in extra-curricular activities and expressed objection to citizen involvement in selecting principals and teachers, consulting on textbook selection, and determining teaching methods.¹ A recent study by Woons concerning the functions

¹Harris, op. cit., pp. 106-11.

and characteristics of school councils showed that a sample population of superintendents, principals, and community school directors--in a midwestern state--perceived minimal involvement for councils in the policy-making authority of their respective school systems.² These studies tend to corroborate that the administrative staff³ of the Flint school system is not unique in its perceptions concerning the type of involvement which citizens should have in educational decision making but that these views are also reflected in the attitudinal mindset of school administrators in other geographical areas as well.

In attempting to further assess the perceptions of the Flint administrative staff toward citizen involvement it is important to consider their expressed strong concern relating to the potential for school-community advisory councils to develop into "power groups" and ultimately become vehicles for community control of schools. There would appear to be a definite relationship between this expressed concern and the desire of the Flint administrative staff to relegate the councils'

²Woons, op. cit., pp. 68-69.

³Note: The term "administrative staff" as used throughout this chapter refers to the three administrative groups surveyed--principals, community school directors, and central office administrators.

involvement to those functions which generally are divorced from the "significant" administrative decision-making aspects of the school program.

The review of the literature, presented in this study, is permeated with references relating to the urgent need for meaningful citizen involvement in the "important" decisions rendered within school systems. It is apparent that the perceptions of the Flint administrative staff concerning the potential functions of school-community advisory councils do not reflect this stated need. Rather their perceptions serve to validate one of the basic assumptions upon which this study is predicated--school administrators are amenable to community involvement in only certain areas of school policy matters (i.e. non-academic, extra-curricular, community oriented).

The study also shows that the highest degree of support for school-community advisory councils is perceived to come from the "educational establishment," with the Mott Foundation and the board of education ranked at the top of the list. It is noted that community school directors, principals, and central office administrators consider themselves to be among the top five supporters of school-community advisory councils. The inference that can be drawn from this observation is that these three administrative groups, while not committed to involving the councils in the academic program

of the schools, do view the councils as fulfilling other needs within the schools. A possible contributing factor relating to this high level of support is the expressed belief of the three groups that school-community advisory councils have the potential to develop more communication between the schools and the community, and to ultimately improve home-school relationships.

Further analysis reveals that teachers and their negotiating representative, the United Teachers of Flint, are perceived by the Flint administrative staff to be in the bottom third of the list of supporters of school-community advisory councils. The reasons underlying this low rating of teacher support for councils by the Flint administrative staff were not uncovered by this study; however, it seems appropriate to recommend that this is an area in need of additional clarification and investigation. This recommendation is based on the premise that teacher support would seem to be a most necessary ingredient in the development and maintenance of the school-community advisory councils.

Another notable observation is that school custodians are perceived by the Flint administrative staff to be the group which least supports school-community advisory councils. This finding takes on added interest when it is considered that Decker's study of the perceived consequences of adopting community education revealed

that Regional Community Education Center Directors and school superintendents both ranked school custodians last on a list of twenty-five supporters of community education.⁴ Although the reasons are not clear, it would seem safe to conclude that administrators feel strongly that school custodians are not advocates of community involvement and community participation in the schools.

This study reveals that the Flint administrative staff is optimistic that the formation of school-community advisory councils will improve the general school-community relationships. This optimism is reflected in high agreement levels by all three administrative groups that the councils will generate greater insight, understanding, and awareness by the community of school programs and problems. In turn, the Flint administrative staff feels that school personnel will gain a greater cognizance of the needs and problems of the community. Another observation relates to the fact that the Flint administrators display relatively strong disagreement that the formation of councils will result in the community developing negative attitudes toward either teachers or administrators.

⁴Larry E. Decker, "An Administrative Assessment of the Consequences of Adopting Community Education in Selected Public School Districts" (unpublished Ph.D. dissertation, Michigan State University, 1971), pp. 97-98.

The extent to which school-community advisory councils are perceived to effect educational decision making and administrative effectiveness provides for noteworthy interpretation. An initial observation reveals that the Flint administrative staff does not perceive that their decision-making powers will be decreased, nor will their administrative effectiveness be altered, as a result of the advent of school-community advisory councils. These perceptions are relatively easy to comprehend when it is considered that the Flint administrative staff has almost completely focused the involvement of school-community advisory councils on those areas of the total school program which are nonacademic in nature, and which are essentially divorced from the "important" decisions which take place within the schools. It seems safe to conclude that the extent and nature of the councils' involvement in the schools does not present the potential to impinge upon the school system's educational decision-making process or the manner in which the schools are administered.

Another observation is noted concerning the agreement expressed by the Flint administrative staff that the formation of councils will result in an improvement in the schools' total educational program. This is somewhat surprising when it is considered that the three administrative groups perceive minimal involvement

for school-community advisory councils in those functions which relate most directly to the academic areas of the school program. It appears that this perceived improvement is based on the involvement of councils in those functions which focus on community needs and problems and which are related to involving children and adults in programs and activities. It seems appropriate to conclude that the Flint administrative staff perceives that school-community advisory councils can improve the total educational program in the schools without necessarily being involved in the academic areas of the school program.

The study further reveals that the Flint administrative staff perceives that school-community advisory councils will prove to be valuable and important components of the school system. This perceived importance can probably best be interpreted by reviewing the advantages of school-community advisory councils as perceived by the Flint administrative staff. The most notable advantages being: improved communication between the schools and the community; greater understanding of each other's problems; improved home-school relationships; more parent involvement in school programs and activities; and the school becoming more responsive to community needs.

The study also shows that community school directors score highest on each of the items where significant differences exist in the perceptions of the three administrative groups. In analyzing the data further the researcher noted that community school directors score higher on a majority of all items tested. These findings tend to support the contention that community school directors are more favorably inclined to citizen involvement in the schools. The researcher feels that this can possibly be attributed to the training received by a majority of community school directors: undergraduate and graduate courses in community education and community development; in-service training programs conducted by the Flint school system relating to the community education concept and community participation; and the opportunity to serve short-term internships in various components of the total community education program in Flint. Another contributing factor would appear to be the very nature of the job which the community school director performs--working closely with the community in planning appropriate programs and activities for residents, resolving neighborhood problems, and essentially developing the school as a focal point for neighborhood life. It seems safe to conclude that this type of training and continued involvement with community

groups affords the community school director a greater perspective of the potential benefits of citizen participation in the schools.

Recommendations

The results and implications of the study necessitate that consideration be given to several recommendations. Initially it is recommended that the Flint public school system carefully analyze the findings of the study to gain a greater cognizance of the perceptions of its administrative staff concerning citizen involvement in the educational decision-making process. This awareness should prove to be most helpful in planning appropriate strategies related to the development and maintenance of school-community advisory councils and should also be relevant to planning an on-going educational program of in-service training--for all segments of the Flint educational community--concerning the goals and objectives of citizen involvement in the Flint school system.

A second recommendation is that other school systems, interested in developing vehicles for greater citizen participation in educational decision making, should review the study carefully to (1) determine if the instrument used can be adapted to serve as an appropriate tool to test the perceptions of their

respective administrative staffs concerning citizen involvement and (2) determine what implications the findings have for their own efforts to allow for greater citizen participation in the educational decision-making process.

Finally, this researcher suggests the following areas for further study:

1. Replicate the study in Flint in one year to determine if the perceptions of the administrative staff have significantly changed after having been involved with school-community advisory councils for a year.
2. Replicate the study in a community which has had citizen involvement in the educational decision-making process for several years to determine if significant differences exist as compared to the findings of the present study.
3. Replicate the study in a community where community education is not in existence to determine if significant differences exist as compared to the findings of the present study.
4. Replicate the study using administrators, teachers, and community residents to determine if significant differences exist in the perceptions of the three groups.

5. Develop studies that not only reveal the perceptions of individuals or groups concerning citizen involvement in schools, but which also uncover some of the variables which are responsible for these perceptions.

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APPENDICES

APPENDIX A

FACTS AND FIGURES ABOUT FLINT

1972 - 1973

APPENDIX A

FACTS AND FIGURES ABOUT FLINT 1972-1973

GENERAL STATISTICS

Flint Population (1970 census) ----- 193,317
Area (Flint School District) ----- 30 Square Miles
Valuation (1970 State Equalized) -----
Flint School District ----- 993,363,660

CITY GOVERNMENT:

Council - Manager
Nine Wards - One Councilman from each ward elected for two-year terms

SCHOOLS:

Nine member Board of Education elected at large: three members elected every two years for six-year terms

Number of Registered Voters for November 1972 election ----- 92,000

DIVISION OF PROPERTY TAX LEVY (MILLS)

CITY OF FLINT
Bonds and Interest ----- 2.50
Operation ----- 8.53
----- 6.53

SCHOOLS

Operation -----
Allocation Board ----- 9.10
Extra Voted (Expires 1973) ----- 20.10
----- 29.20
Building and Site, Debt Retirement ----- 0

COUNTY

County Government (Allocation Board) ----- 5.75
County Parks ----- 2.25
----- 6.00

GENESEE INTERMEDIATE SCHOOL DISTRICT

Operation (Allocation Board) ----- .15
Building Fund ----- 1.3
----- .30

GENESEE COMMUNITY COLLEGE

----- 1.40

GRAND TOTAL ----- 45.45 mills

SCHOOL MEMBERSHIP (September, 1972 Estimated)

K-12 (Including Adult High School) ----- 44,500

SCHOOL EXPENDITURES 1971-72

OPERATION
K-12 ----- \$45,911,000
Public Library ----- 1,708,000

COMMUNITY PROGRAM EXPENDITURES

A. Community School Program, Workshops, and Adult Education -- 3,378,541
B. Curriculum Related Experimental Programs ----- 822,400

SCHOOL PLANT (September 1972)

Senior High Schools ----- 4
Junior High Schools ----- 8
Elementary Schools ----- 43
Primary Units ----- 139
Mobile Units ----- 30
Skill Center ----- 1

VALUATION PER K-12 MEMBERSHIP PUPIL (1972-73)

City of Flint ----- \$22,300
State of Michigan ----- \$19,000

PER CAPITA COST (1971-72)

K-12 ----- \$1,050

STATE AID (1972-73)

NET STATE AID PER MEMBERSHIP PUPIL
K-12 (\$644 - 16 Mills) ----- \$287

BONDED INDEBTEDNESS: June, 1972

SCHOOLS ----- None

FLINT SCHOOLS BUILDING COSTS:

Elementary Schools
Cost per sq. ft. ----- \$19.68 -- (1972)
Junior High Schools
Cost per sq. ft. ----- \$34.88 -- (1961)
Senior High Schools
Cost per sq. ft. ----- \$24.60 -- (1969)
Primary Units
Average Cost per unit ----- \$12,550 -- (1967)
Elementary Schools Additions
Average Cost per classroom ----- \$24,300 -- (1966)
Elementary School Community Type Additions
Average Cost ----- \$301,500 -- (1964)

OPERATION COST: COMMUNITY EDUCATION PROGRAM FOR A REPRESENTATIVE SCHOOL

Director ----- \$14,500
Additional Staff ----- 1,350
Custodial Service ----- 860
Lighting ----- 250
Telephone ----- 275
Equipment and supplies ----- 650
TOTAL ----- \$17,885

PROPERTY TAXES (1972)

AVERAGE HOME IN FLINT:
State Equalized value ----- \$ 7,425
Estimated market value ----- 14,850

PROPERTY TAX ON AVERAGE FLINT HOME:

Schools ----- \$216.81
City Government ----- 63.48
County Government ----- 42.69
County Parks ----- 1.96
Intermediate school district ----- 2.23
Genesee Community College ----- 10.40
TOTAL ----- \$337.47

APPENDIX B

**LETTERS TO PRINCIPALS, COMMUNITY
SCHOOL DIRECTORS AND CENTRAL
OFFICE ADMINISTRATORS**

APPENDIX B

National Center for Community
Education
1017 Avon Street
Flint, Michigan 48503
February 7, 1973

Dear Colleague:

Your school district has been selected to participate in a study designed to gain a greater understanding of how school administrators perceive the involvement of school-community advisory councils in the educational decision-making process.

There presently exists in this country a national concern to have more citizen involvement in the schools. In line with this trend, your school district is planning to implement school-community advisory councils in each of its schools.

A school-community advisory council is generally composed of representatives of those segments of the school-community (i.e., parents, residents, teachers, administrators, students, et al.) who have a vested interest in the functioning of the schools and the quality of life in the community. The council can be recognized as a central component of the educational structure in each school, establishing and maintaining the linkages of communication among the important influences in the child's environment that effect the ultimate outcome of his educational pursuits: the school, the home, and the community.

The main purpose of the enclosed questionnaire is to determine how school principals, community school directors and central office administrators feel about the manner in which school-community advisory councils should be involved in school-related matters and the perceived effect this involvement will have on the school administration.

Dr. Peter L. Clancy, Superintendent of Community Education, has given his approval for this study to be conducted in the Flint Community Schools. It is important to note that the findings of this study will not, in any way, be related to the forthcoming recommendations of the Superintendent's Task Force for the development of community involvement in the Flint schools.

Your response to this questionnaire will be held in strict confidence and no name is requested. After you have completed the questionnaire, please return it to me in the enclosed, stamped, addressed envelope. Kindly return the questionnaire by February 19.

A summary of the results of this study will be mailed to you upon request.

Your valuable assistance in this study is greatly appreciated.

Sincerely,

Gerald N. Tirozzi
Mott Intern
Michigan State University

Enclosures

National Center for Community
Education
1017 Avon Street
Flint, Michigan 48503
March 2, 1973

Dear Colleague:

Enclosed is a copy of the questionnaire mailed to you on February 7. Although the response from the three groups surveyed--principals, community school directors, and central office administrators--has been good, there are still several administrators who have not responded. In that the study is designed to gain a greater understanding of how school administrators perceive the involvement of school-community advisory councils in the educational decision-making process, it is highly desirable to reflect the feelings of as many administrators as possible.

If you have already responded to the questionnaire, simply disregard this communication and discard the enclosed questionnaire. If you have not responded, it would be greatly appreciated if you would please take a few minutes of your time to complete the questionnaire and return it in the enclosed self-addressed stamped envelope. Kindly return the questionnaire by March 9, 1973.

Please keep in mind that a summary of the results of this study will be mailed to you upon request.

Your valuable assistance in this study is greatly appreciated.

Sincerely,

Gerald N. Tirozzi
Mott Intern
Michigan State University

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APPENDIX C

SCHOOL-COMMUNITY ADVISORY

COUNCIL QUESTIONNAIRE

APPENDIX C

SCHOOL-COMMUNITY ADVISORY COUNCIL QUESTIONNAIRE

PART I

Directions: Circle the answer that best describes the extent to which you feel that school-community advisory councils should be involved in each of the following areas:

Circle one answer for each item.

RATING SCALE					
5	4	3	2	1	
Very				Not	
Extensively	Extensively	Moderately	Minimally	At All	
1. Planning activities for adults.			5 4 3 2 1		
2. Planning activities for children.			5 4 3 2 1		
3. Fund raising activities.			5 4 3 2 1		
4. Community use of school facilities.			5 4 3 2 1		
5. Neighborhood oriented problems.			5 4 3 2 1		
6. Human relations projects.			5 4 3 2 1		
7. Working with social agencies.			5 4 3 2 1		
8. Selection of paraprofessionals.			5 4 3 2 1		
9. Selection of teachers.			5 4 3 2 1		
10. Selection of administrators.			5 4 3 2 1		
11. Selection of community school directors.			5 4 3 2 1		
12. Planning school renovation projects.			5 4 3 2 1		
13. Planning new school facilities.			5 4 3 2 1		
14. In-Service training of teachers.			5 4 3 2 1		
15. In-Service training of administrators.			5 4 3 2 1		
16. Curriculum development.			5 4 3 2 1		

Part I Continued.

17. Selection of textbooks.	5	4	3	2	1
18. Planning the school budget.	5	4	3	2	1
19. Developing school policies.	5	4	3	2	1
20. Evaluation of teachers.	5	4	3	2	1
21. Evaluation of school administrators.	5	4	3	2	1
22. Evaluation of the instructional program.	5	4	3	2	1
23. Evaluation of the community school program.	5	4	3	2	1

PART II

Directions: Rate the following individuals and groups as you view their support for school-community advisory councils in your school district:

Circle one answer for each item.

RATING SCALE					
5 Very High	4 High	3 Moderate	2 Low	1 Very Low	
1. School Board			5 4 3 2 1		
2. Teachers			5 4 3 2 1		
3. Principals			5 4 3 2 1		
4. Central office administrators			5 4 3 2 1		
5. Community school directors			5 4 3 2 1		
6. Paraprofessionals			5 4 3 2 1		
7. City administration			5 4 3 2 1		
8. Parents			5 4 3 2 1		
9. Minority Groups			5 4 3 2 1		
10. Higher income groups			5 4 3 2 1		

PART II Continued.

11. Middle income groups	5	4	3	2	1
12. Lower income groups	5	4	3	2	1
13. Parent-Teacher Association (PTA)	5	4	3	2	1
14. United Teachers of Flint (UTF)	5	4	3	2	1
15. Mott Foundation	5	4	3	2	1
16. Social agencies	5	4	3	2	1
17. Students	5	4	3	2	1
18. School custodians	5	4	3	2	1

PART III

Directions: Circle the answer that best describes the extent to which you agree or disagree with the statements listed below:

Circle one answer for each statement.

RATING SCALE					
SA Strongly Agree	A Agree	U Undecided	D Disagree	SD Strongly Disagree	
1. The formation of school-community advisory councils will result in:					
a) More communication between the schools and the community.					SA A U D SD
b) The community having a better understanding of the schools' educational program.					SA A U D SD
c) The community having <u>less</u> confidence in the schools' educational program.					SA A U D SD
d) More parents becoming involved in school programs and activities.					SA A U D SD

PART III Continued.

e) The community having a more positive attitude toward the administrative staffs in the schools.	SA	A	U	D	SD
f) The community having a <u>less</u> positive attitude toward the teachers in the schools.	SA	A	U	D	SD
g) School administrators having a greater awareness of community problems.	SA	A	U	D	SD
h) Teachers having a greater awareness of community problems.	SA	A	U	D	SD
i) The community having a <u>less</u> positive attitude toward the central office administrative staff.	SA	A	U	D	SD
j) The community having a more positive attitude toward the Board of Education.	SA	A	U	D	SD
k) Increased home visitations by teachers.	SA	A	U	D	SD
l) Increased home visitations by school administrators.	SA	A	U	D	SD
m) An improvement in the schools' total educational program.	SA	A	U	D	SD
n) A <u>decrease</u> in the authority of principals in making educational decisions.	SA	A	U	D	SD
o) The Board of Education becoming more responsive to community "demands."	SA	A	U	D	SD
p) A <u>decrease</u> in the authority of central office administrators in making educational decisions.	SA	A	U	D	SD
q) The community having more "power" in the educational decision-making process.	SA	A	U	D	SD
r) Teachers being more involved in the educational decision-making process.	SA	A	U	D	SD

PART III Continued.

2. Advisory councils will <u>hinder</u> the Board of Education in developing school policies.	SA A U D SD
3. Advisory councils will improve the ability of community school directors to develop appropriate programs and activities for the community.	SA A U D SD
4. Advisory councils will <u>impair</u> the effectiveness of principals in administering their school programs.	SA A U D SD
5. Advisory councils will improve the effectiveness of central office administrators in carrying out their respective duties and responsibilities.	SA A U D SD
6. Advisory councils are necessary for the effective administration of the schools in your district.	SA A U D SD
7. Advisory councils will prove to be valuable and important components of your school district.	SA A U D SD

PART IV

1. What do you feel will be major advantages, if any, of school-community advisory councils?

2. What do you feel will be the major disadvantages, if any, of school-community advisory councils?

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