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ABSTRACT

A COMPARISON OF THE OPINIONS OF SCHOOL AND CITY ADMINISTRATORS REGARDING GREATER SCHOOL INVOLVEMENT IN THE SOLUTION OF COMMUNITY PROBLEMS IN SELECTED URBAN AREAS

by

Edward A. Sullivan

Statement of the Problem

The purpose of this study was: (1) to compare the attitudes of key school and community administrators in regard to greater school involvement in the solution of community problems in certain Michigan cities, and (2) to determine to what extent school systems in these cities are involved in these activities which include urban renewal, juvenile delinquency prevention programs, and programs to coordinate the work of the community's social agencies.

Method of Investigation

It was decided to use both a questionnaire and an interview to gather data. Questionnaires were mailed out with a cover letter and then telephone calls were made to arrange a time at which the questionnaires could be picked up and interviews held with school and city administrators in urban Michigan.

The questionnaires were answered by, and interviews held with, thirty-nine school and city administrators in the twenty largest cities, exclusive of Detroit, in Michigan. The respondents included

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Superintendents of Schools, City Managers and Mayors or their representatives. The communities surveyed were: Ann Arbor, Bay City, Dearborn, Dearborn Heights, East Detroit, Flint, Grand Rapids, Jackson, Kalamazoo, Lansing, Lincoln Park, Livonia, Muskegon, Pontiac, Roseville, Royal Oak, Saginaw, St. Clair Shores, Warren and Wyoming.

The respondents were questioned as to whether they felt that the school system in their community should involve itself in the solution of community problems. They were asked further questions to determine whether the school system in their community was actually involved in the solution of community problems. Finally they were asked to suggest ways by which communication and cooperation could best be developed between school and city administrators.

Findings

City and School administrators are in favor of school involvement in the solution of community problems. This involvement extends to the areas of urban renewal practices, juvenile delinquency prevention programs and programs to coordinate the work of the social agencies in the community.

The school and city administrators were in favor of school involvement in some, but not all, of the areas concerned with urban renewal practices.

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The majority of school and city administrators surveyed were in favor of school involvement in all but one of the activities dealing with juvenile delinquency prevention programs and programs to coordinate the work of the social agencies in the community.

The schools were not involved to a great extent in the activities listed in the survey. The majority of school systems were involved in only eight of the sixteen activities listed in the survey. What is indicated by this study is that the desirability of a particular activity does not necessarily mean its implementation by the school system.

Reasons given for non-implementation included a lack of funds, lack of personnel lack of time, and a desire on the part of certain school administrators to remain aloof from activities of a "political" nature.

City administrators said that the two main barriers to the development of better cooperation and communication between the school system and municipal government were:

- a) School and city boundaries which are not coterminous,
- b) Competition for a limited tax dollar.

The main barriers to cooperation and communication between the school system and municipal government were listed by school administrators as:

- a) Lack of time to meet with city administrators,
- b) The strong-Mayor form of government.

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Edward A. Sullivan

School and city administrators suggested that communication and cooperation could be best developed by:

- a) Informal contacts with each other at Rotary and other service clubs,**
- b) Joint-committee concept,**
- c) Professional Administrators' Society,**
- d) Mutual respect and understanding among people concerned with a problem,**
- e) Development of an awareness of what can be accomplished through cooperation,**
- f) Implementation of activities suggested at meetings between city and school administrators,**
- g) Stability of administrative personnel in a community,**
- h) Working with and serving on City Boards, especially the Planning Commission,**
- i) Exchange of information possessed by school and city administrators with their Board or Council.**

**A COMPARISON OF THE OPINIONS
OF CITY AND SCHOOL ADMINISTRATORS
REGARDING GREATER SCHOOL INVOLVEMENT
IN THE SOLUTION OF COMMUNITY PROBLEMS
IN SELECTED URBAN AREAS**

by

Edward A. Sullivan

A THESIS

Submitted to
Michigan State University
in partial fulfillment of the requirements
for the degree of

DOCTOR OF PHILOSOPHY

College of Education
1969

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The writer wishes to thank the many people who have helped to make this study possible.

Most sincere thanks go to the advisor of the graduate committee, Dr. Clyde Campbell, whose leadership, encouragement and guidance have always been a source of inspiration. Thanks also to the other members of the guidance committee: Dr. Ernest Melby, Dr. George Myers and Dr. Orden Smucker.

The writer is grateful to the Mott Foundation for providing the opportunity for this study.

Thanks also are due to the city and school administrators who gave so freely of their time during the study.

Appreciation goes to Mrs. Phyllis Davis for her work in preparing this manuscript.

Finally, the writer wishes to thank his family. To my Mother and Father my sincere thanks for their many years of sacrifice to provide me with an education. To my children--Edward, Paul, Mary Rose and Joseph--thank you for being patient during the three years of this study. To my wife, Rose, to whom this manuscript is dedicated, thank you for your love, your sacrifice, your belief and constant encouragement which have made it possible for me to reach this goal.

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CHAPTER I

INTRODUCTION

Many people are disturbed at the rioting and looting which have occurred in American cities during the past few summers. This is only one of the many complex problems of the American city today. Other problems of the city are rundown neighborhoods with sub-standard housing, upward spiraling crime and juvenile delinquency rates, a growing welfare cycle where welfare has become an accepted way of life for second generations of families on relief, segregation of minority groups, and high unemployment rates for members of minority groups.

Statement of the Problem

It was the purpose of this study (1) to compare the attitudes of key school and community administrators in regard to greater school involvement in the solution of community problems in certain Michigan cities, and (2) to determine to what extent school systems in these cities are involved in these activities which include urban renewal, juvenile delinquency prevention programs and programs to coordinate the work of the communities' social agencies, as revealed through a combined questionnaire and interview technique.

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The key school and community administrators are the Superintendent of Schools and the City Manager. The Mayor was considered to be the key community administrator in communities in which there was no City Manager.

Importance of the Study

This is a study to measure the attitudes of municipal and school administrators toward school involvement in areas which have been considered for many years to be beyond the usual scope of the school. The importance of this involvement by the schools in helping to solve community problems lies in the benefits that accrue from a combined effort rather than isolated individual efforts.

How else are the problems facing the American city to be alleviated? The answer is not a simple one. Many people feel that more money poured into the cities by the Federal government is the cure-all. This was one of the recommendations given most often to the Ribicoff Subcommittee on Urban Problems during their Washington hearings in January and February of 1967.¹

While money is important it seems that more than money will be needed to solve these problems. It seems that one step in their solution should be a concerted effort on the part of school and community administrators and open lines of communication between these administrators. It seems also that another step to the solution of these problems

¹ "Latest Ideas on How to Save the Big Cities," U.S. News and World Report, LXII (February 27, 1967), 52.

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involves a well-coordinated effort on the part of all the social agencies within the community.

In this study an attempt was made to determine whether a concerted effort and coordinated approach to community problems on the part of both school and community was feasible.

Definition of Terms

Urban Renewal. Urban Renewal, as used in this study, refers to the provisions of the 1954 Federal Housing Act. This act renewed the slum clearance provisions of Title I of the 1949 Federal Housing Act in which federal aid was given to communities for the clearance of blighted areas. These cleared sites were then to be sold to private developers at write-down values. The developers were to build middle-income housing or other suitable projects on these sites. The Federal government paid two-thirds of the net project cost with the local government paying the other third. The 1954 Act also permitted local agencies to designate entire neighborhoods as Urban Renewal areas. In these areas the local agency would be able to clear buildings that were unsound, save all sound buildings, and rehabilitate sound but deteriorating buildings.

Segregation. Segregation, as used in this study, refers to the isolation of Negroes from whites due to local housing patterns. One phase of this study is an attempt to find out whether School Superintendents and City Managers feel that the school system should take a stand against this type of segregation.

Juvenile Delinquency. Juvenile delinquency refers to the acts in violation of the criminal code committed by a person under the age of eighteen. The age varies from state to state between sixteen and eighteen but since the F.B.I. uses the age of eighteen in its reporting of juvenile delinquency rates this age will be used in this study. The juvenile delinquent, then, is a youngster under eighteen years of age who has committed an act in violation of the criminal code. He may also be considered a juvenile delinquent if he is wayward, truant from school, incorrigible, or a runaway from home.

City Manager and Superintendent of Schools. The City Manager or Mayor and the Superintendent of Schools are the key administrators in a community. Within the community they occupy positions that are closely related, more so between City Manager and Superintendent of Schools than between Mayor and Superintendent of Schools. They act in an advisory capacity to formulate and develop policy related to community development and public benefits. They have direct responsibility for administering action programs. They are responsible to the same body politic. They have an important part to play in meeting the most difficult problems of the city.

In many large communities these administrators do not work together. As a matter of fact, in large communities (50,000 population and over) Neal Gross found that the Superintendents of Schools whom he surveyed cited city officials as blocking the public schools.² According

² Neal Gross. Who Runs Our Schools? (New York: John Wiley & Sons, Inc., 1958), p. 20.

to school officials the most important reason for this blocking was the effort of city officials to curb school expenditures.³ A most probable reason for this is that both the city and school administrator are in competition for a limited tax dollar.

No ultimate standards for allocating expenditures between schools and other areas of local government have been established.⁴ Each area needs more money than it can hope to get. The result can be conflict or it can be cooperation in which city and school officials determine priorities and work together to prevent conflict. It is most important, for the good of the community, that there be cooperation between these leaders.

According to Forrest Conner of the American Association of School Administrators and Orin Nolting of the International City Managers' Association, local governments in any given area cannot remain separate from each other because of the interrelationship and sometimes the interdependence of government services.⁵ Even with this recognition the idea has been prevalent among educators that schools should be "kept out of politics."⁶

³Ibid., p. 21.

⁴Horizons in Municipal-School Administration. (Washington and Chicago: American Association of School Administrators and International City Managers' Association, 1964), p. 26.

⁵Ibid., p. IV.

⁶S. Bailey, R. Frost, P. Marsh and R. Wood. Schoolmen and Politics. (Syracuse: Syracuse University Press, 1962), p. VIII.

Gregg points out the political aspects of a school system:

Not only are school districts political systems because of their responsibility for making decisions concerning the public policies for which they are legally responsible, but also because of their relationships to public policy issues which must legally be decided by other units of government. Some examples of such policy issues are those relating to general community planning: zoning, sewage disposal, types of taxes to be utilized, road and street construction, and the level of expenditures for non-educational services.⁷

Assumptions of the Study

In any study there are certain basic assumptions which one must make. The first assumption made in this study is that the problems facing the urban community today are capable of solution.

The second assumption is that the problems of the urban community are interrelated and not isolated problems. This is not to say that they are necessarily related by a cause and effect relationship. It is simply that they build upon one another to produce a complex chain of problems.

Another assumption of this study is that the first task of the schools is to give children a basic education, i. e., to affect behavioral change. There are many important factors outside of the school that determine how effectively the "three R's" can be taught. These factors include the student's mental capacity, the type of neighborhood from which he comes, his housing conditions, his nutrition, and the availability of job opportunities after he has completed his schooling. While the concern

⁷Russell T. Gregg, "Political Dimensions of Educational Administration," Teachers College Record, LXVII (November 1965), 121-122.

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of this study is with school participation in community problems, the concern is due to the fact that these problems have a most important bearing on the child's attitude toward school and his ability to learn the "three R's."

Finally, the assumption is made that education can help solve the problems faced by communities. When schools are sensitive to the needs of both individuals and the community their contributions become vital for solving social problems.⁸ John Dewey, writing back in 1915, has said that the subject matter of the schoolroom must be enlarged to take in the new elements and needs of society.⁹ Ernest Melby feels that the relationship of education to community life and development is so close that educational administration cannot remove itself from its responsibilities in the area of community life.¹⁰

Limitations of the Study

This is a descriptive survey which is defined as "a process for learning pertinent information about an existing situation."¹¹

⁸B. J. Chandler, L. J. Stiles, J. I. Kitsuse (eds.). Education in Urban Society. (New York: Dodd, Mead & Co., 1962), p. 252.

⁹John Dewey and Evelyn Dewey. Schools of Tomorrow. (New York: E. P. Dutton & Company, 1915), p. 171.

¹⁰Ernest O. Melby. Administering Community Education. (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1955), p. 57.

¹¹Fred P. Barnes. Research for the Practitioner in Education. (Washington, D.C.: National Education Association, 1964), p. 67.

John W. Best describes this type of research in the following way:

In solving a problem or charting a course of action several sorts of information are needed. These data may be gathered through the processes of the descriptive method.

The first type of information is based on present conditions. Where are we now? From what point do we start? These data may be gathered by a systematic description and analysis of all the aspects of the present situation.

The second type of information involves what we may want. In what direction may we go? What conditions are desirable or are considered to represent best practice? This clarification of objectives or goals may come from a study of conditions existing elsewhere, or what experts consider to be adequate or desirable.¹²

According to Good and Scates:

There is really no one best type of research in general; a particular investigational technique may be best for a given purpose, and the descriptive - survey method has its own major field of special usefulness...descriptive - survey studies are research when they create or ascertain: (1) new categories that are revealing, or more useful than those already in use, or of more far-reaching significance; (2) concepts that afford a more basic grasp of the factors which enter into results or which represent results more certainly; (3) methods of detecting and identifying a factor, and perhaps measuring it (quantifying it) valuable for analysis and description; (4) certain relationships (occasionally correlation or causal) that obtain, either for practical or scientific interest or value; and (5) the structure of relationships - of the mechanism relating them, why and how certain factors cause certain results.¹³

¹² John W. Best. Research in Education. (Englewood Cliffs, New Jersey: Prentice-Hall Inc., 1959), p. 104.

¹³ Carter V. Good and Douglas E. Scates. Methods of Research. (New York: Appleton-Century-Crofts, Inc., 1954), pp. 556-557.

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This study is a descriptive-survey type of research. It is a study to determine the attitude of city and school administrators toward school involvement in areas which have been considered for many years to be beyond the usual concern of the school. The survey was made through a questionnaire which was sent to city and school administrators in selected Michigan communities. The questionnaire was then followed up with a personal interview which, in most cases, proved very informative.

If this study indicates that both city and school administrators desire to work cooperatively then this cooperative approach can be used to help improve housing conditions, prevent juvenile delinquency, and coordinate the work of the social agencies within the community. This study is useful in determining whether key community administrators believe that the schools should become more involved in the solution of community problems than they already are.

If this study shows that there is strong feeling on the part of city and school administrators against working cooperatively to solve these problems, then, perhaps the reasons for this opposition can be discovered and eliminated.

If this study points out certain factors which cause friction between city and school administrators then work can be done to eliminate these sources of friction. It is possible that from the identification of these factors ways can be found to develop an attitude of cooperation between city and school administrators.

Organization of Remainder of the Thesis

In the chapters that follow, this study will review the roles of the City Manager and the Superintendent of Schools, the role of the school in present day society, and previous studies done by the American Association of School Administrators and the International City Managers' Association. The results of the questionnaires and interviews with City Managers and Superintendents of Schools will be detailed as well as an analysis of the results with conclusions and suggestions for further study.

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CHAPTER II

REVIEW OF THE LITERATURE

The ultimate purpose of this study was to determine whether city and school administrators felt that the school could make a greater contribution to the solution of certain community problems.

This chapter reports on background material important to the study. The areas discussed in this chapter include:

- 1) The City Manager Form of Government,
- 2) The Role of the Superintendent of Schools,
- 3) Interrelations between School and Community,
- 4) The Role of the School,
- 5) Urban Renewal,
- 6) Juvenile Delinquency,
- 7) Community Social Agencies,
- 8) American Association of School Administrators (A.A.S.A.) and International City Managers' Association (I.C.M.A.) study reports.

The City Manager Form of Government

The structure of the City Council-City Manager plan is similar to that of the School Board-Superintendent of Schools plan. In both plans an elected board hires a professional to serve as an administrator.

Richard Childs, father of the council-manager plan, claimed that its structure was exactly that of over 80 percent of our school boards.¹

The responsibility of the City Manager is to assess the impact of broad trends on local government and to develop solutions for consideration of the City Council. Another of his tasks is that of making the City Council aware of present and future problems and also suggesting the solutions to these problems.²

The City Council, just as the School Board, always acts as a whole. Its task is that of policy-making. Council policy passes through the City Manager to the various city departments and is executed by the City Manager.

Leach stressed the importance of the position of the City Manager when he stated: "...no matter what happens in the state capitol or in Washington, effective action in attacking metropolitan problems will result only from a cooperative spirit and complementary programs evolved by administrators on the scene. Thus the greatest challenge of metropolitan areas is to administrators on the local level."³

Stone also stressed the important role of the City Manager by claiming that the City Manager could bridge gaps in community

¹Richard Childs. Civic Victories: The Story of an Unfinished Revolution. (New York: Harper and Brothers, 1952), p. 143.

²John East. Council-Manager Government. (Chapel Hill. North Carolina: The University of North Carolina Press, 1965), p. 86.

³Richard H. Leach. "New Urban Challenge." National Civic Review, L (October, 1961), 482.

leadership. He claimed that the City Manager could do this because he was a leader who belonged to a profession with a reputation for objectivity, integrity and efficiency.⁴

In this section literature pertaining to the City Manager form of government has been reviewed.

It was found that the City Council-City Manager plan is very similar to that of the School Board-Superintendent of Schools plan.

The City Council, just as the School Board, is a policy-making body. The City Manager, just as the Superintendent of Schools, is the administrative agent of a policy-making body.

The City Manager and the Superintendent of Schools are the two most important public administrators in a community.

The Superintendent of Schools

According to the AASA:

Administration of schools is more than management. It is leadership. It is statesmanship. The administrator is committed to preserve and elevate the human and social values to which our society aspires. He is rooted in the educational profession, drawing on the rich resources of the wisdom and research accumulated over a long period.⁵

The role of the Superintendent of Schools is a dual one. He recommends policy to the Board and, at the same time, is responsible for

⁴ Clarence N. Stone, "Leadership by Default," National Civic Review, LIII. (July, 1964) 363.

⁵ Management Surveys for Schools. (Washington, D.C.: American Association of School Administrators), p. 58.

implementing the policies fixed by the Board. According to Martin he is both a policy person and a manager with a long-held doctrine emphasizing his managerial role.⁶

Martin, however, feels that the superintendent, during the past few decades, has become as much a policy maker as a manager because of his expertise, professional reputation, and community position, all of which have given him an almost irresistible voice in school affairs.⁷

Gross feels that the tasks of the superintendent are: "...to administer and supervise the physical and human resources involved in the internal functioning of the school system, so that he need not deal directly with community members, even though, in carrying out subsidiary functions, such as public relations, he may."⁸

A weakness in the preparation of potential school administrators, according to Melby,⁹ is that few of them have studied community structure and organization, community leadership and human relations. He feels that this is true because the superintendent has been trained to become "Superintendent of Schools" when he should be prepared to be "Superintendent of Education."

⁶ Roscoe C. Martin, Government and the Suburban School. (Syracuse, New York: Syracuse University Press, 1962), p. 40.

⁷ Ibid., p. 61.

⁸ Neal Gross, Ward Mason, Alexander McEachern, Explorations in Role Analysis: Studies of the School Superintendency Role (New York: John Wiley & Sons, Inc., 1958), pp. 128-129.

⁹ Ernest O. Melby, Administering Community Education. (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1955), p. 15.

Theobald¹⁰ feels that there is a core of knowledge and technique common to both the school administrator and the public administrator, and that schools of public administration and educational administration should be working together.

Morlan¹¹ feels that there is a need on the part of both school and public administrators to improve their understanding of one another's problems, methods, and accomplishments. He feels that it is up to the colleges to consider ways in which school and public administrators may be brought together.

Shipman¹² also feels that it has been a serious mistake to isolate city administrators and educational administrators from each other in their educational development.

In summary, the Superintendent of Schools is a community leader. He has become a policy maker as well as a manager. This is similar to the role of the City Manager.

It is advocated that schools of education and public administration should work together to prepare administrators for school and public administration.

¹⁰ John J. Theobald, "Administrators in Education," Public Administration Review, XXI (Winter, 1961), 38.

¹¹ Robert L. Morlan. "Toward City-School District Rapprochement." Public Administration Review, XVIII (Spring, 1958), 116.

¹² George A. Shipman. "Implications for Research and Training - 1, " Challenges in Municipal-School Relations (American Association of School Administrators and International City Managers' Association, 1965), p. 34.

Interrelations between School and Community

It seems apparent that there is a need for a closer working relationship between school and community. Keppel feels that we cannot consider the problems of the school apart from metropolitan planning, housing development or from transportation. They must all be considered together.¹³

According to the American Association of School Administrators there is a need for "an educational leadership which can mobilize all needed resources and states to improve the quality of education and to relate it more closely to community, state and national needs."¹⁴

The American Association of School Administrators further claims that school administrators must take the initiative for community participation and progress in the solution of community problems.¹⁵

Long believes:

Educators, whether they like it or not, are going to be involved in the politics of metropolitan change. Clarification of professional ideals as to what constitutes an adequate school system and the role of the schools in integration and assimilation will help the layman, politician, and civic leader alike to think constructively about how to guide the process of metropolitan change. We may hope that the professional commitment of educators will help them to find a more enlightened lead than that of the bureaucratic defender of the status quo. The challenge of metropolitan

¹³ Francis Keppel. The Necessary Revolution in American Education. (New York: Harper & Row, 1966) p. 48.

¹⁴ Educational Administration in a Changing Community. (Washington, D.C.: American Association of School Administrators, 1959). p. 31.

¹⁵ Ibid. p. 199.

life is a challenge to embody the ideals of American education in significant practice. For every educator it means a chance to function on a plane of excellence at the top of his powers at a historic turning point in culture.¹⁶

Campbell indicates the need for interaction also:

The top educational leader should be the director of planning for the school district. . . . There should be a stream of consultants interacting with him--urban planners, sociologists, economists, political scientists, scholars that deal with health, and what not. To carry out this role of chief planner of the district, a major change in the present educational practice must occur. I shall merely mention the change, not elaborate upon it. The solitary top official must be free from the nuts and bolts of the day-to-day operations. This break from tradition I feel is mandatory if public education is to move from the pedestrian to action programs, to frontal attacks on poverty, racism, inter-necine conflicts, and other dynamic issues.¹⁷

While the need for interaction between city and school administrators exists there are some obstacles to this interaction. According to Henry and Kerwin:

The chief obstacle to closer articulation of school and municipal functions is the common belief that the administration of municipal government in many American cities is naturally subject to the influence of organized partisan politics. It is feared that closer contacts between school and municipal authorities will lead to increased political influence in the management of the school.¹⁸

¹⁶Norton E. Long, "Education and Metropolitan Change," Education in Urban Society. B. J. Chandler, Lindley J. Stiles, John I. Kitsuse (eds.) (New York: Dodd, Mead & Co., 1962), p. 89.

¹⁷Clyde M. Campbell, "Preparation Programs for Governing Community Schools," The Community School and Its Administration, VII (September, 1968), 1.

¹⁸Nelson B. Henry and Jerome Kerwin. Schools and City Government. (Chicago: University of Chicago Press, 1938), p. 92.

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Martin feels that one of the obstacles to interaction is the educator's attitude to the outside world which he feels is one of complacency coupled with wariness.¹⁹

Morlan believes that the reason that public education has functioned in relative isolation, and almost completely out of touch with the rest of the public administration profession, is that educators rarely take training in the broad field of public administration. He feels that the lack of interaction is due to a system of intellectual inbreeding within the collegiate departments and schools of education in which professional contacts tend to be limited to the education field.²⁰

A few suggestions have been made as to how interaction may be achieved. According to Minar:

The places most likely to achieve an effective level of school-municipal interaction are, it would seem, those that have (a) a sense of community, a sense of local identity and commitment; (b) a healthy structure of group life; (c) open channels of communication; (d) a framework of connective institutional arrangements; (e) professional administrators with confidence, breadth of perspective, and considerable freedom of operation; (f) a nagging social situation to force the hands of the systems.²¹

¹⁹ Roscoe C. Martin. Op. cit. p. 94.

²⁰ Robert L. Morlan. "Toward City-School District Rapprochement." Public Administration Review. XVIII (Spring, 1958). 113.

²¹ David W. Minar. "Interactions of School and Local Non-School Governments in Metropolitan Areas." Metropolitanism: Its Challenge to Education. (Chicago: The National Society for the Study of Education, 1968). p. 222.

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Martin proposes four principal ways to bring about closer relations between school and city:

- 1) In the process of rationalizing school district boundaries the limits of the enlarged district may be made congruent with those of the suburban city.
- 2) Public education should be assimilated into the activities of urban government.
- 3) Both city and schools might profit materially from fiscal collaboration between the two.
- 4) Program collaboration involving such municipal programs as health, recreation and planning could lead to closer relations.²²

The American Association of School Administrators believes:

To some extent a community is what people believe it is. The optimist sees it as constantly improving; the pessimist as falling apart. If people think of their community as a place where cooperation is difficult to obtain, it will be. The perceptions of some must be changed before real success can be achieved in community endeavor.²³

The school and city do interact in some ways. Martin lists various services which the city usually renders to the school. These services include:

- 1) fire protection
- 2) special traffic control
- 3) school crossing guards
- 4) sewage disposal

²² Roscoe C. Martin. Op. cit. p. 103.

²³ Educational Administration in a Changing Community. (Washington, D.C.: American Association of School Administrators, 1959), p. 145.

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- 5) collection of school taxes
- 6) assessment of property for school taxes
- 7) treasury functions of receiving, holding and disbursing school funds
- 8) auditing of school accounts
- 9) rendering of planning assistance to the schools.²⁴

Thompson, speaking of the relation between the school and city in Oakland, California, states:

The schools have accepted full partnership in our coordinated approach to community problems. As we became more involved in the associated agencies technique, it became clear that our relations with the Oakland school board had to be strengthened and our lines of communication kept open because the problems which face the schools are our problems. If racial trouble flares up at the schools, when youngsters drop out in significant numbers, it is a community problem.²⁵

In this section the status of school-community interrelations has been reviewed. From this review the following conclusions can be drawn:

- 1) The problems of the school cannot be considered apart from metropolitan planning, housing development or transportation.
- 2) School administrators must take the initiative for community participation and progress in solving community problems.

²⁴ Roscoe C. Martin. Op. cit. p. 75.

²⁵ Wayne E. Thompson. "Quit Treating Symptoms." National Civic Review, LIII (September, 1964), 426-427.

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3. An obstacle to closer school and municipal cooperation is the fear that this will lead to increased political influence in the management of the schools.
4. The school and city do interact in many areas already.
5. This interaction can be expanded to include other areas important to the solution of community problems.

The Role of the School

Downey indicated the difficulty of determining just what the appropriate role of the school is when he said:

In the first place, it may be assumed that defining the role of education in society will not be simple; attempts have been made before. Second, it should be recognized that education, like society itself, is a dynamic, changing thing; its task cannot be fixed for all situations or for all time. Finally, it may be assumed that even the best definition of education's task will be resisted by many of the school's patrons. Consensus will never be achieved; to hope for it is sheer folly. The demands placed upon the school are the demands of any unknown future.²⁶

Educators speak of the "expanding role of the school" as a new idea. Yet, Jefferson spoke of the vital role of education in the new democracy as far back as 1779.²⁷ This is an idea which was also propagated by John Dewey.

²⁶ Lawrence W. Downey. The Task of Public Education. (Chicago: Midwest Administration Center, The University of Chicago, April, 1960). pp. 1-2.

²⁷ Alan Cohen. "Reading: Large Issues, Specific Problems, and Reading." Schools in a Changing Society. Albert J. Reiss, Jr. (ed.) (New York: The Free Press, 1965), p. 121.

Dewey claimed that. "... the first business of the public school is to teach the child to live in the world in which he finds himself, to understand his share in it, and to get a good start in adjusting himself to it."²⁸

Cook²⁹ has stated that the school's community contacts and services could be viewed as falling into five levels or divisions:

- 1) **Commonplace** - This includes the teacher's community contacts in making friends, visiting homes for the purposes of sociability, joining clubs and attending church.
- 2) **Winning community support** - At this level teachers speak at local meetings, stage demonstrations of their pupils' work, write school news for the local paper and sell the education program to the community.
- 3) **Participation in local area life** - At this level the pupils seek to make the community a better place in which to live. They work on projects involving public safety, civic beauty, community health, civic arts and local history. These and other projects have been described by Paul Hanna.³⁰

²⁸John Dewey and Evelyn Dewey. Schools of Tomorrow. (New York: E. P. Dutton and Company, 1915), p. 167).

²⁹Lloyd Allen Cook. Community Backgrounds of Education. (New York: McGraw-Hill Book Company, Inc., 1938), pp. 380-381.

³⁰Paul Hanna. Youth Serves the Community. (New York: D Appleton-Century, 1936).

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- 4) **Comprehensive locality study** - This involves the training of high school students in the use of standard forms of community research, such as surveys and life histories, to provide data for local action and social planning.
- 5) **Social process level** - This approach recognizes that community life reaches backward in time and outward in space. After assembling data on some local problem, such as unemployment, inquiry turns to the history of the problem and its expression in the state, the nation, or other inclusive universe. Thought is then directed to a number of processes which are common to societies everywhere. This approach, according to Cook, provides the perspective necessary for effective community services.

It is the feeling of the Educational Policies Commission that the public schools should become vital forces in helping to build better local communities. This is seen as a most important role in the last half of the twentieth century.³¹

Campbell³² and Wayland³³ feel that schools can no longer refuse

³¹Strengthening Community Life. (Washington, D.C.: Educational Policies Commission of National Education Association and American Association of School Administrators, 1954), pp. 14-15.

³²Roald F. Campbell and John A. Ramseyer. The Dynamics of School-Community Relationships. (New York: Allyn and Bacon, Inc., 1955), p. 11

³³Sloan R. Wayland, Edmund de S. Brunner and Wilbur C. Hallenbeck. Aids to Community Analysis for the School Administrator. (New York: Bureau of Publications, Teachers College, Columbia University, 1956), pp. 47-48.

to deal with social reality but must now involve themselves in the solution of community problems.

This involvement in the solution of community problems was spelled out at the 1966 meeting of the American Association of School Administrators in Atlantic City. At that meeting a resolution was adopted to the effect that the schools working with community leaders had a mandate to provide a positive influence in eliminating racial segregation and the social and educational disadvantages which accompany it, in every activity of the school. This is one way in which the schools can deal with a community problem.

Sidney P. Marland, Jr., Superintendent of Schools in Pittsburgh, speaking at the same convention, said that, "The schools have 'massive new social mandates' thrust upon them, including responsibilities for the poor, for integration, and for a wide range of social and health services once considered peripheral aspects of education."

Cohen³⁴ claimed that the main task of the schools was to teach reading. He claimed that it was through teaching the ability to read that educators could help solve some of the pressing social problems of the community. It was through educating people that communities would become desegregated and that the juvenile crime rate would be reduced.

In summation it appears that the expectation of the role of the school varies from person to person and community to community.

³⁴Cohen, Op. cit., pp. 128-129

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Education is a dynamic and changing thing and its role cannot be set to cover all situations.

The school has become involved in the solution of community problems and this is rightly so, according to many authorities, because the child's ability to learn is affected by these problems. There are others who feel that the schools should teach reading and that, if they did this well, some of the pressing social problems would be relieved.

Urban Renewal

Senator Edward W. Brooke, speaking at the National Education Association meeting in Washington on October 20, 1967, said that America's symbols of failure are its cities. He claimed that our cities are becoming places from which to escape. He stated that there has been and continues to be a general exodus to the suburbs by the white collar workers and businessmen who had been, at one time, the human backbone of the city. As a result, according to Brooke, the population of America's major urban centers is becoming increasingly poor, increasingly non-white, increasingly uneducated, unskilled, unemployed and without hope. Brooke claimed that many of our cities were becoming ghettos.

John W. Gardner³⁵ claims that we must bring new life to our cities. According to Gardner, the city is the heart and brain of an

³⁵ John W. Gardner. "The Ten Commitments." Saturday Review. (July 1, 1967), 39.

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industrial society Yet our cities today are plagued with apathy, crime, poverty, racial conflict, slum housing, polluted air and water, inferior schools and hospitals and hopelessly snarled transportation.

What is it that causes slums? Yudis³⁶ lists the following as factors which contribute to the making of a slum.

- 1) Slums are caused by the Federal government through unrealistic tax policies that penalize landlords who fix up their property
- 2) Slums are caused by neglect - neglect:
 - a) by city administrations of rundown neighborhoods.
 - b) in housing code enforcement programs,
 - c) in public housing improvements and construction,
 - d) in education and employment programs for slum dwellers,
 - e) in furnishing city services in slum areas
- 3) Slums are caused by America's failure to keep up research for technological changes in housing construction that would allow cheaper dwelling units at prices slum dwellers could afford
- 4) Slums, according to real estate operators, are caused by unions which have preserved short-sighted work practices that prevent the use of newer and less expensive housing materials now on the market.
- 5) Slums are caused by absentee landlords
- 6) Slums are caused by middle-class white home owners who rush out of a neighborhood when minority groups begin to move in.

³⁶ Anthony J. Yudis. "What Makes A Slum?" Boston Sunday Globe. (October 22, 1967). p. 2-A

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- 7) Slums are caused by overcrowding.
- 8) Slums are caused by lack of money on the part of low-income families who can't afford to move.

According to Gans³⁷ rehousing poor people in decent low-rent dwellings does not solve equally pressing problems such as unemployment, low income, illiteracy, alcoholism, family disintegration, and mental illness, and rehousing alone cannot do away with crime and delinquency. It is clear to him that programs to rehabilitate the slum dweller must go hand in hand with urban renewal.

What is urban renewal? Nathan Glazer has described urban renewal in terms of its objectives as follows:

Urban renewal is the program that was designed to clear the slums of the central city, by giving public agencies Federal subsidies and the power of eminent domain to condemn sites, to demolish buildings, and to resell the cleared tracts to those who would build on them in accordance with a general plan that would improve the city. The objectives were to reduce substandard housing; to replace it with better housing; to retain in the central city middle-class white families tempted to move away, or to pull them back from the suburbs if they had already moved; to strengthen the tax base of the central cities, threatened by this loss of wealthier citizens, so that the cities could provide better education and social services. Above these specific objectives was a larger one: the realization of the good city...³⁸

³⁷Herbert J. Gans, "Social and Physical Planning for the Elimination of Urban Poverty." (Paper read at the conference of the American Institute of Planners, Los Angeles, California, October 17, 1962).

³⁸Robert C. Weaver, Dilemmas of Urban America. (Cambridge, Massachusetts: Harvard University Press, 1966), p. 43.

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Paul Ylvisaker has suggested, "A community which made its schools . . . the tender object and physical center of its urban renewal operations would be taking one of the noblest and shrewdest steps forward in the civic progress of this century." ³⁹

In New Haven, Connecticut, an urban renewal program involving the schools has been inaugurated. The schools are tied in with federal urban renewal projects through cooperative planning among city officials, the community and the Board of Education.

The belief of New Haven authorities was that local residents would be better disposed to repair and recondition their own homes when they saw in a rehabilitation project an expenditure for a well-designed school building in their neighborhood.

In 1961, a report by Dr. Cyril Sargent of Harvard University recommended that 14 of New Haven's 40 schools be torn down, that three others be abandoned and that 15 new schools be built, and that their construction be integrated with urban renewal and neighborhood improvement. This integration with urban renewal was to save a third of the cost.

While schools were being built and slums were being wiped out, a human renewal program, supported by \$2,500,000 from the Ford Foundation, was underway. This was the Community Progress, Inc., program which began in 1962 and was formed to attack such social

³⁹ Terry Ferrer, The Schools and Urban Renewal. (New York: Educational Facilities Laboratories), p. 2.

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problems as lack of jobs for the poorly educated. and juvenile delinquency, and to stress the community school as the center for solving these problems.

Why is urban renewal so important to the school system? According to Minar:

Housing conditions are not, in themselves, as important as the social conditions they reflect and create. Social problems are commonly identified by neighborhood characteristics, however, and there can be little doubt that housing has some impact on the quality of life, for the slum is the breeding ground of disease, delinquency, and dependency.⁴⁰

Weintraub and Greisman state that, "Big city schools today face educational problems of crisis proportions exacerbated by urban decay, housing patterns, and the need for integration. These require the full mobilization of community resources, particularly finances."⁴¹

The American Association of School Administrators has this to say:

Municipal and school government must enter new and strengthened relationships. It has become increasingly obvious that municipal policies and practices in urban renewal, public housing. . . have a direct and important effect on the ability of a local school board to carry out its responsibilities. Only by the closest of cooperation and the greatest harmony in objectives can they can (sic) hope to build together the human and decent city where equality is real and citizenship worthwhile. There must be a steady flow

⁴⁰David W. Minar, Op. cit., p. 208.

⁴¹Ruth G. Weintraub and Leah D. Greisman, "Bridging the Gap Between Public Administration and School Administration," School and Society, XCIII (November 13, 1965), 433.

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of information and cooperative problem solving between the city government and the local school government.⁴²

According to Abrams: "... the single most important development responsible for the decline of the city's educational system has been the massive Negro in-migration into cities and the segregation it has brought to the public school system."⁴³

Abrams further states:

Negro families must also be given the right to live where they choose and where they can find work, in the city or the region, and to buy or rent housing in either place that they can afford. Only this type of program can dilute the compulsory urban concentrations in which malice and bitterness presently fester. There can never be equal opportunity as long as only white families can enjoy a better education and environment. Nor can the promised end to poverty be achieved as long as the barriers to free movement persist.⁴⁴

In summary, the people in our cities are becoming increasingly poor, non-white, uneducated, unskilled, unemployed and without hope. There are many factors that cause this situation. One way to alleviate this situation is to provide programs to rehabilitate slum dwellers along with urban renewal programs.

It has been suggested that the schools be the center of any urban renewal operation. This has been done with success in New Haven, Connecticut.

⁴²School Racial Policy. (Washington, D.C.: American Association of School Administrators, 1966), p. 19.

⁴³Charles Abrams, The City is the Frontier. (New York: Harper & Row, 1965), p. 346.

⁴⁴Ibid. p. 349.

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Urban renewal programs are important to the schools because housing conditions reflect and create social conditions. Housing has an impact on the quality of life. Slums are often the breeding grounds of disease and delinquency. Until slums are done away with there can never be real equal educational opportunity for all.

Juvenile Delinquency

According to the Department of Justice, for the year 1966 (the year in which this study was made):

... Persons 10-17 years of age now make up approximately 15 percent of the total United States population. One way of measuring the involvement of the young age group is to identify the number of crimes in which they are the offenders. In 1966, 33 percent of all Crime Index offenses solved involved persons under 18 years of age - up from 30 percent in 1965, a 10 percent increase.

Every Crime Index offense except for forcible rape and robbery recorded an increase in juvenile clearances, including a 20 percent rise in murder. Juveniles were identified in 52 percent of the auto thefts cleared, 45 percent of the larceny-theft, 41 percent of the burglary, 20 percent of the robbery, 14 percent of the forcible rape, 9 percent of the aggravated assault, and 5.5 percent of the murder. Arrests of juveniles resulted in clearing 34 percent of the suburban Crime Index offenses and 30 percent of those in the rural areas.⁴⁵

One definition of a juvenile delinquent is, "He is a youngster who habitually resolves his personal-social problems through overt aggressive behavior, which dominant society finds bothersome and contrary to its value-identifications."⁴⁶

⁴⁵ Uniform Crime Reports for the United States - 1966. (Washington, D.C.: U.S. Government Printing Office, 1967), p. 29.

⁴⁶ William C. Kvaraceus, The Community and the Delinquent. (Yonkers-on-Hudson, New York: World Book Company, 1954), p. 57.

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According to Kvaraceus juvenile delinquency is "tied up with such . . . situations as bad housing, poverty, absentee landlordism, broken homes, parental ignorance and neglect, class status, frustrations of minority groups, corrupt police, political patronage and arguments over taxation."⁴⁷

What is the role of the school in combating juvenile delinquency? The National Education Association has made the following recommendation:

The schools can help to combat such serious national problems as youth unemployment and juvenile delinquency by: (a) evaluating the intellectual and creative potential of all students; (b) identifying early the potential dropout and delinquent; (c) developing positive programs to challenge these young people to educational endeavor; (d) participating in cooperative programs with parents and with community groups and organizations - business and industry, labor, service groups, government agencies, and the many youth-serving agencies.⁴⁸

One can see the importance of education in dealing with juvenile delinquency from the following:

Other aspects of community welfare are also considered to be highly dependent upon education. Health conditions vary with the community educational level, and so do crime and juvenile delinquency. One can almost predict how prominent these factors will be in a community simply from the general educational level of the community.⁴⁹

⁴⁷ Ibid. pp. 54-55.

⁴⁸ From Bookshelves to Action. (Washington, D. C.: National Education Association, 1964), p. 11.

⁴⁹ Truman M. Pierce, Edward C. Merrill, Jr., Craig Wilson, Ralph B. Kimbrough, Community Leadership for Public Education. (New York: Prentice-Hall, Inc., 1955), p. 267.

To indicate the seriousness of the crime and juvenile delinquency problem in the United States and in Michigan, in particular, the following table is included.

Table I

Index of Crime in Michigan, 1965-1967⁵⁰

	1965 Population 8,218,000		1966 Population 8,374,000		1967 Population 8,584,000	
	Number	Rate per 100,000	Number	Rate per 100,000	Number	Rate per 100,000
Murder and Non-negligent Manslaughter	358	4.4	383	4.7	530	6.2
Forcible Rape	1,669	20.3	1,998	23.9	1,933	22.5
Robbery	10,911	132.8	13,061	156.0	16,274	189.6
Aggravated Assault	10,669	129.8	11,411	136.3	13,608	158.5
Burglary	67,785	824.9	78,353	935.7	94,727	1103.5
Larceny \$50 & over	40,143	488.5	47,552	567.9	57,075	664.9
Auto Theft	26,301	320.1	29,277	349.6	33,030	384.8
Total Crime Index	157,836	1920.7	182,045	2174.0	217,177	2530.0

⁵⁰ Uniform Crime Reports for the United States - 1966.
(Washington, D.C.: U. S. Government Printing Office, 1967). pp. 60-61
and Uniform Crime Reports - 1967. pp. 62-63.

It can be seen from this table that crime is on the upswing in Michigan. What is the picture of crimes committed by juveniles? While Uniform Crime Reports does not break down the juvenile delinquency rate by states we can look at the overall picture as shown in Table II.

Table II

Total Arrest Trends, 1965-1966⁵¹

(3,395 agencies; 1966 estimated population, 120,402,000)

	Total All Ages			Under 18 years of age		
	1965	1966	% change	1965	1966	% change
Criminal Homicide						
a) Murder and non-negligent Manslaughter	6,447	6,946	+ 7.7	583	665	+14.1

b) Manslaughter by Negligence	2,445	2,484	+ 1.6	176	178	+ 1.1
Forcible Rape	9,480	10,375	+ 9.4	1,974	2,035	+ 3.1
Robbery	41,049	42,995	+ 4.7	12,369	13,536	+ 9.4
Aggravated Assault	74,824	87,265	+16.6	11,942	15,080	+26.3
Burglary, Breaking or Entering	172,008	174,133	+ 1.2	90,519	94,968	+ 4.9
Larceny--Theft	345,589	359,897	+ 4.1	192,576	204,285	+ 6.1
Auto Theft	91,904	95,776	+ 4.2	58,448	60,607	+ 3.7
Sub-Total for Above Offenses	743,746	779,871	+ 4.9	368,587	391,354	+ 6.2

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Uniform Crime Reports for the United States - 1966 (Washington, D. C.: United States Government Printing Office, 1967), p. 113.

From this table it appears that juvenile delinquency is on the upswing.

The total crime picture for the Michigan cities involved in this study is as follows in Table III.

Table III
 Number of Offenses Known to the Police, 1966 ⁵²

		Larceny -- Theft	

Table III
Number of Offenses Known to the Police, 1965⁵²

	Total Crime Index	Murder & Non- negligi- ble Man- slaughter	Man slaughter by negli- gence	Forc- ible Rape	Robbery	Aggra- vated Assault	Burglary Breaking and Entering	Larceny--Theft \$50 & Over	Larceny--Theft Under \$50	Auto Theft
Dearborn	2,952	1	7	5	120	47	1,049	997	3,538	733
Flint	7,009	15	21	86	364	1,287	2,005	2,405	3,910	847
G. Rapids	4,705	7	5	27	244	163	2,235	1,213	2,763	816
Lansing	3,500	3	1	18	91	125	1,101	1,466	2,870	696
Saginaw	1,890	14	12	19	178	191	781	336	2,513	371
Warren	3,452	1	7	21	92	129	1,238	1,459	2,525	512
Ann Arbor	1,951	1	1	8	39	67	636	911	1,695	289
Bay City	797	-	3	3	48	30	342	161	1,190	213
Dearborn Heights	1,295	1	8	12	59	59	597	361	1,135	206
E. Detroit	827	-	1	-	38	24	312	330	727	123
Jackson	1,038	1	6	8	111	29	360	395	858	134
Kalamazoo	1,772	1	4	7	266	42	671	559	2,122	226
L Park	1,136	1	4	8	55	57	322	452	1,163	241
Livonia	1,998	-	5	21	193	27	754	736	1,667	267
Muskegon	1,269	2	5	10	154	58	549	370	1,238	126
Pontiac	2,693	9	8	8	287	232	1,059	838	1,940	260
Roseville	1,093	-	2	10	38	34	489	368	1,429	154
Royal Oak	1,313	2	1	9	110	55	528	363	1,807	246
St. Clair	1,333	-	2	3	35	20	629	533	1,127	113
Wyoming	828	-	5	5	23	4	336	352	961	108

⁵² Ibid., pp. 171-177.

In this Table, manslaughter by negligence and larceny-theft under \$50 statistics are not included in the Total Crime Index.

Inspection of Table II tied in with the fact that 33 percent of all Crime Index offenses solved involved persons under 18 years of age would indicate a similar juvenile involvement in crime in the Michigan cities studied. These figures would indicate that the problem is a most serious one.

In this section we have seen that the crime rate has been on the increase from year to year. Both crimes against the person and against property have increased.

In 1966 persons 10-17 years of age made up approximately 15 percent of the total United States population and yet 33 percent of all Crime Index offenses solved in that year involved persons under 18 years of age. The juvenile crime rate is on the increase.

Possible ways by which the schools can help with the problem of juvenile delinquency are:

- 1) evaluating the intellectual and creative potential of all students,
- 2) identifying early the potential dropout and delinquent,
- 3) developing positive programs to challenge young people to educational endeavor, and
- 4) participating in cooperative programs with parents and with community groups and organizations.

Social Agencies

The social welfare field has been defined as a "system of organizations, programs, and facilities that provide supportive, rehabilitative, and preventive services with respect to income maintenance, physical and mental health, recreation, family relationships, and other matters." ⁵³

What is the role of the school in regard to the social agencies? According to Kvaraceus and Ulrich, "The school must first study its community. As one step in such a study the school must identify all other agencies in the community which are concerned with youngsters; it must establish working relations with these agencies for the professional exchange of information and service." ⁵⁴

The American Association of School Administrators believes that:

A big step forward would be taken in many communities if information about the program and goals of different agencies could be shared. This would open up communications among the groups and would unquestionably result in better coordination of community resources. In most communities there is duplication of effort and a sort of hazy no man's land of responsibilities for many community services. For the school administrator to take the initiative in bringing about coordination of community activities will in many instances result in the schools trying to do fewer 'outside school' projects rather than more. . . . When the jobs of community improvement are parcelled

⁵³ Robert Perlman, "Social Welfare Planning and Physical Planning," Journal of the American Institute of Planners, XXXII. (July, 1966), 238.

⁵⁴ William C. Kvaraceus and William E. Ulrich, Delinquent Behavior. (Washington, D. C.: National Education Association, 1959) p. 293.

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out, the schools must **apply** as the basic criterion for determining their own leadership in the project this question: Is it educationally sound? Important, too, is the recognition by leaders of other community institutions that this criterion is paramount.⁵⁵

Wayland states:

Public schools in various activities in their communities and in the process of dealing with their educational problems have relationships with more community people and more community institutions than any other single institution. They are consequently in a better position to take leadership in the development of a closer integration of the many specialized agencies.⁵⁶

One of the problems very often faced by people who need the help of the social agencies is the decentralization of these agencies and the resulting inaccessability to the very people who need their services.⁵⁷

In Lansing, Michigan, some solutions to this problem are being debated by social welfare and health officials. One solution being proposed is that a centralized complex of buildings, which would house most of the public and private agencies in one location, be erected in the downtown area. Another solution is the establishment of a central information and referral service to be staffed with competent personnel

⁵⁵ Educational Administration in a Changing Community. (Washington, D.C.: American Association of School Administrators, 1959), pp. 199-200.

⁵⁶ Sloan R. Wayland, et al., Op. cit., p. 48.

⁵⁷ Judith Brown, "Are Needy Overlooked in City's War on Poverty?" The State Journal. Lansing, October 8, 1968, p. A-1.

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and operated 24 hours a day throughout the week. Here families and individuals needing help could be matched up with the proper agency.⁵⁸

In Grand Rapids the United Community Services board of directors recommended the establishment of two multi-service neighborhood centers in the inner city. These centers, whose purpose is to consolidate a variety of health and social welfare services offered by public and private agencies, will be opened in 1970. The success of the Grand Rapids effort has been due to the continuing involvement and cooperation of influential community leaders of the white power structure, according to Wendell Verduin, director of the city's Community Action Program.⁵⁹

Involved in this effort have been representatives from the Urban League, County Health Department, Board of Education, City Planning Department, Y. W. C. A., Michigan Employment Security Commission, the local poverty program, and a Roman Catholic priest and a black minister from the ghetto.

In this section the relationship between the schools and the social agencies of the community has been reviewed. One relationship between the school and the social agencies of a community should be that of information sharing.

The schools, since they deal with many community agencies, are also in a position to take leadership in the development of a closer integration of social agencies in the community.

⁵⁸ Ibid., p. A-4.

⁵⁹ Judith Brown, "One-Stop Welfare Service Nearing for Grand Rapids." The State Journal. Lansing, October 9, 1968, p. A-1 and A-5.

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People in need of assistance from various agencies very often do not receive the help they need. This is so because agencies are located in areas which are not easily accessible to the poor. There appears to be a need to provide neighborhood centers in areas where social agencies have their greatest number of clients. These neighborhood centers would be places where people in need of help would be able to obtain it or be referred to the proper agency to help them.

American Association of School Administrators
and International City Managers Association Conferences

From September, 1963, to December, 1964, three regional conferences were sponsored jointly by the American Association of School Administrators and the International City Managers' Association. Participants at these conferences included City Managers, School Superintendents, and Professors of Public and Educational Administration. At the end of each conference a report of the proceedings was published.

The first conference which dealt with relationships between school systems and local governments was held at Syracuse University from September 11 to September 13, 1963. The report of that conference was published under the title, Horizons in Municipal-School Administration.

In the Forward of this report, Forrest Conner and Orin Nolting, representing the American Association of School Administrators and the International City Managers' Association stated, "It is only proper that

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professional administrators from school districts and cities should seek ways and means of cooperating to better fulfill their respective responsibilities." ⁶⁰

According to Bailey, "Public administrators and school administrators must not only educate each other, they must jointly educate the surrounding community - and especially those political and opinion leaders whose views about public policy are so frequently determinative of community action." ⁶¹

McPhee at this same conference pointed out the need for common areas of preparation in the training of school and city administrators. ⁶²

Charles T. Henry suggested that the best way for developing satisfactory working arrangements between cities and schools was through "frequent staff meetings with counterparts in the respective jurisdictions." ⁶³

Another way of developing satisfactory working arrangements was suggested by implementing these three principles:

- 1) Agendas of School Committee and City Council meetings should be shared ahead of the meetings.

⁶⁰ Horizons in Municipal-School Administration. (Washington, D. C. and Chicago: American Association of School Administrators and International City Managers' Association, 1964), p. iii.

⁶¹ Ibid., Stephen K. Bailey, "Five Needs of Local Government." p. 10.

⁶² Ibid., Roderick F. McPhee, "Common Elements in the Preparation Programs of School Superintendents and City Managers," pp. 14-21

⁶³ Ibid., "Common and Uncommon Concerns of City and School Administrators." p. 28.

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- 2) The City Manager and Superintendent of Schools should avoid embarrassing each other in the public press.
- 3) Differences between city and school should not be aired in public.⁶⁴

From May 14-16, 1964, a second conference was held. This conference was held at the University of Kansas and a report of its proceedings was published under the title, Realities of Intergovernmental Relations.

At this conference, Samuel I. Hicks, Director of the Center for Education Service of Ohio University, dealt with four kinds of desirable cooperation between the City Manager and his council and the Superintendent and his board.

He called for cooperation in the exchange of information about events and activities that are scheduled. He suggested that the City Manager should be kept informed about the school calendar for the coming year and about surveys or forecasts on which the schools plan to act. The Superintendent should also be kept informed as to proposed housing developments, plans for building, and estimates of location of population. The Superintendent and City Manager should also share information regarding long-range estimates of pupil population and proposed zoning changes. Finally Hicks suggested as the highest level of cooperation "planning to make things happen." This type of cooperation was exemplified by a community in which members of the Board

⁶⁴ Ibid., p. 27.

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of Education and City Council had been meeting informally over a long period of time to discuss what kind of community they wanted for the future.⁶⁵

One of the participants to this conference said, "After all is said and done, these two agencies (school board and city council) must work together. The problem is to establish cooperation without one agency feeling that it is being controlled by the other."⁶⁶

O. L. Plucker, Superintendent of Schools in Kansas City, Kansas, speaking of developing cooperation between city and school administrators, said "The essential prerequisite is a predisposition, an attitude that values cooperation, on the part of each."⁶⁷

It was emphasized at this conference that there were many ways in which school and city were already working cooperatively with each other. Some of the ways in which city and school cooperated were enumerated as follows:

- 1) Police department juvenile officers worked with school administrators in many communities.
- 2) Policemen and firemen gave safety instruction in the schools.
- 3) School crosswalks and street signs were maintained by the Public Works Department.

⁶⁵ Realities of Intergovernmental Relations. (Washington, D.C.: and Chicago: American Association of School Administrators and International City Managers' Association, 1964), p. 19.

⁶⁶ Ibid., p. 20.

⁶⁷ Ibid., p. 24.

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- 4) Bookmobile service was provided to elementary schools in some communities by the Public Library.
- 5) School grounds were maintained by the Park Department in many communities.⁶⁸

It was the hope of the International City Managers' Association and the American Association of School Administrators that these conferences would lead to many more areas of cooperation between school and city administrators.

From December 7-9, 1964, a third conference was held between the International City Managers' Association and the American Association of School Administrators. This conference was held at Lake Arrowhead, California, and a report of its proceedings was published under the title, Challenges in Municipal-School Relations.

Stressing the need for cooperation George Shipman, Director of the Institute for Administrative Research at the University of Washington, said:

We are not well organized to deal with community problems as a whole. This is a pluralistic urban culture. Its nature is reflected in the organization of our governing institutions and the behavior of the body politic. It is one of the inescapable facts of our time. But community-rooted problems, if they are to be dealt with effectively, must be confronted as a totality. They are not just problems of housing, or of transportation, or of law enforcement, or of public education. They are problems of the whole society, the whole culture of the community.⁶⁹

⁶⁸Ibid., p. 24.

⁶⁹George A. Shipman, Op. cit., p. 29.

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Shipman went on to say that he felt that the City Manager and the Superintendent of Schools were the key professional administrators in the community and that it was their responsibility to relate the productive capacity of their administrative institutions to the needs of the community. He felt that each one needed reinforcement from the other if the community were to achieve a balanced and effective attack upon its problems.⁷⁰

According to Orin F. Nolting, Executive Director of the International City Managers' Association:

Administrative officials of both schools and cities need to develop cooperative working arrangements. This does not imply loss of autonomy on basic issues. Most intergovernmental arrangements among local governments, including relations between cities and schools, can be greatly facilitated if there are good personal relations among the administrators. . . . What is needed is a willingness on the part of elected and administrative officials on both the school and city sides to get together in developing cooperative working arrangements. Local governments in any given area can no longer remain separate and apart.⁷¹

The feeling expressed in these three meetings by both City Managers and Superintendents of Schools was that there was a need to develop closer working relations between municipal and school administrators. It was felt that through such cooperation the school and city could better fulfill their respective responsibilities.

⁷⁰Ibid., p. 31.

⁷¹Orin F. Nolting, "Where Do We Go From Here?" Challenges in Municipal-School Relations. (Washington, D.C. and Chicago: American Association of School Administrators and International City Managers' Association, 1965), p. 42.

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It was suggested that closer working relationships could be developed by having common areas of preparation in the training of school and city administrators. Other methods that were suggested for developing closer working relationships were: the exchange of School Committee and City Council meeting agenda ahead of the meeting, frequent meetings between the City Manager and Superintendent of Schools, and not airing in public the differences between city and school.

The City Manager and the Superintendent of Schools, as the key professional administrators in the community, need cooperation from one another if the community is to successfully attack its problems. Perhaps the most important factor in developing cooperation that came out of these three meetings was the need for a willingness on the part of both school and city administrators to get together to develop cooperative working arrangements.

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CHAPTER III

PLANNING AND CONDUCTING THE SURVEY

This chapter describes the way in which this study was planned and conducted. Because of the possibility of a high rate of non-response to a questionnaire-type survey, this study used both a questionnaire and the individual interview. The manner in which the questionnaire and interview were developed and pre-tested is explained. The latter part of this chapter indicates how the respondents were chosen and how the survey was conducted.

Use of the Questionnaire and Interview

Both the questionnaire and the interview are appropriate instruments for conducting a survey. Each has its advantages and disadvantages. When the questionnaire is used by itself there is apt to be a high rate of non-response--about 60 percent.¹

By combining the interview with the questionnaire this disadvantage can be eliminated. Advantages of combining the questionnaire and the interview technique are also that any misunderstandings in the

¹Stephen B. Withey, "Survey Research Methods," Encyclopedia of Educational Research. Chester W. Harris (ed.), (New York: The Macmillan Company, 1960) p. 1448.

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questionnaire can be clarified in the interview and the person being interviewed has time ahead of the interview to think about what his response will be. As a result he will be able to formulate his answers in a clear, concise manner.

For these reasons it was decided that both the questionnaire and the individual interview technique would be used.

Developing and Pre-Testing the Instrument

One of the critical phases of the study was the development of the instrument to collect the data.

The first task was to establish guidelines by which it would be possible to select the activities to be surveyed. For an item to be included in the survey it was decided that it should be:

- 1) an area of concern which affects both school and city, and
- 2) as specific as possible to reduce the chance of conflicting interpretations.

Even so, the instrument was not yet ready to be used. It had to be pre-tested. Withey recommended pre-testing when he said:

One inevitably discovers that the best-designed series of questions still include ambiguities. For this reason it is a standard practice to pre-test any instrument with a number of respondents so that these errors can be eliminated so far as it is possible.²

It was through this pre-testing that the trial questionnaire and interview procedure was revised to eliminate or clarify questions which may have been unclear.

² Ibid., p. 1448-49.

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Seven trial interviews were conducted and seventeen trial questionnaires were distributed. These interviews were held with, and the questionnaires were answered by, school and city administrators in the vicinity of Flint and cities in Indiana and Illinois. Special assistance was given by Thomas Kay, City Manager of Flint, and George Duckworth, Assistant City Manager of Flint, both of whom made many suggestions so that the questionnaire would be clear to city administrators. Other suggestions were made by educators in the Mott Internship Program.

As a result of this pre-testing, many revisions were made. These changes took the form, in most cases, of deleting items and rephrasing vague or ambiguous items. Experience was also gained in the interview technique as a result of this pre-testing.

Conducting the Survey

The Participants

Initial contact was made by mailing out a cover letter (Appendix A) and a questionnaire (Appendix B) to school and city administrators in Michigan cities with a population of 45,000 or more (excluding Detroit). It was felt that cities of this size would be faced with similar problems and a comparison could be made as to what was felt to be desirable and what was being done in each of these cities to alleviate urban problems. After the questionnaires had been sent, school and city administrators were contacted by telephone and interview appointments were set up with them or their delegated representatives. The

questionnaire formed the basis for the interviews which were conducted during May and June, 1966. Following is a list of Michigan cities which were surveyed (see Table IV).

In all instances the city administrators were most cooperative and helpful. In only one instance was a school administrator unwilling to participate in the survey. The other nineteen school administrators were most cooperative. (see Table V)

The Questionnaire and Interview

The questionnaires and interviews were held with school and city administrators to seek data on whether these administrators felt that certain activities, designed to alleviate urban problems, were desirable ones for the school system in their community and also the reasons why they felt these activities were or were not desirable. Further information was sought to determine whether any of these activities were actually being performed by the school system.

By means of the interview it was possible to go beyond the simple answers given on the questionnaire. It was possible to determine the reasons for the answers which were given on the questionnaire. Each respondent was most frank and spoke openly of both areas of cooperation and problem areas in the relationship between schools and cities.

During the first part of the interview, its purpose was reviewed in reference to the questionnaire which the interviewee had already filled out. The questionnaire was then collected after the respondent had been asked if he had any questions about any particular items

TABLE IV

MICHIGAN CITIES WITH POPULATIONS 45,000 AND MORE
(excluding Detroit)

City	Population (1960 Census Figures)
Ann Arbor	67,340
Bay City	53,604
Dearborn	112,007
Dearborn Heights	110,000
East Detroit	45,756
Flint	196,940
Grand Rapids	202,379
Jackson	50,720
Kalamazoo	82,089
Lansing	113,058
Lincoln Park	53,933
Livonia	66,702
Muskegon	46,485
Pontiac	82,233
Roseville	50,195
Royal Oak	80,612
Saginaw	98,265
St. Clair Shores	76,657
Warren	89,246
Wyoming	50,145

TABLE V

SCHOOL AND CITY ADMINISTRATORS
WHO COOPERATED IN THE STUDY

City	Name	Position
Ann Arbor	Dr. Jack Elzay	Superintendent of Schools
	Mr. Guy Larcom	City Manager
Bay City	Mr. Elwyn Bodley	Superintendent of Schools
	Mr. Casimir Jablonski	City Manager
Dearborn	Dr. Roy Cole	Superintendent of Schools
	Mr. Archer	Recreation Director
Dearborn Heights	Mr. Orville Jones	Superintendent of Schools
	Mr. Alec Berry	Admin. Asst. to Mayor
East Detroit	Mr. Robert Smiley	Superintendent of Schools
	Mr. Charles Beaublen	City Manager
Flint	Dr. William Early	Superintendent of Schools
	Mr. Thomas Kay	City Manager
Grand Rapids	Mr. Raymond Boozer	Asst. Supt. of Schools
	Mr. Jack Bliss	Admin. Asst. to City Manager
Jackson	Dr. Elven Duvall	Superintendent of Schools
	Mr. Paul White	City Manager
Kalamazoo	Mr. Carl Czuchna	Asst. Supt. of Schools
	Mr. Clarence Elliott	City Manager
Lansing	- - -	- - -
Lincoln Park	Mr. Collins Thornton	Exec. Asst. to the Mayor
	Mr. Samuel Mangione	Curriculum Director
Livonia	Mr. Knowles	Assistant Mayor
	Mr. Benton Yates	Superintendent of Schools
Muskegon	Mr. Harvey Moelke	Mayor
	Mr. William Austin	Superintendent of Schools
Pontiac	Mr. Ron DeMaag	Assistant to City Manager
	Dr. Dana Whitmer	Superintendent of Schools
Roseville	Mr. Joseph Warren	City Manager
	Mr. Dan Shirtliff	Deputy Superintendent
Royal Oak	Mr. Peterson	City Manager
	Dr. Donald Currie	Superintendent of Schools
Saginaw	Mr. Bruce Love	City Manager
	Mr. Charles Coulter	Superintendent of Schools
St. Clair Shores	Mr. Edward Potthoff	City Manager
	Dr. T. L. Alberts	Superintendent of Schools
Warren	Mr. Donald Harm	City Manager
	Dr. Paul Cousino	Superintendent of Schools
Wyoming	Mr. Orville Young	Mayor Pro-Tem
	Mr. Joseph Brozak	Asst. Supt. of Schools
	Mr. Nelson	Assistant City Manager

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The respondent was then asked his reasons for responding in a particular way to the questions in which he had to make a value judgment.

After this was done he was asked to comment on the present status of relations between school and city in his community. He was also asked to suggest the reasons for this status.

The normal interview usually lasted thirty minutes. Some lasted much longer and this was so because the interviewees wanted to talk in more detail about the problems faced in this area of school-city relations. Each respondent was most generous with his time. A total of 39 interviews were held with school and city administrators in the 20 largest cities (excluding Detroit) in Michigan.

Summary

This chapter explained how the study was planned and conducted. First, the combined technique of questionnaire and individual interview was selected as the method for gathering data. Next, items were selected dealing with problems facing the modern urban area. These items were revised and modified during pre-testing. Following this, questionnaires were mailed to school and city administrators in the twenty largest cities (excluding Detroit) in Michigan. Interviews were then arranged and held with all but one of the administrators to whom the questionnaires had been sent.

CHAPTER IV

ANALYSIS OF THE DATA GATHERED FROM SCHOOL AND CITY ADMINISTRATORS

This chapter has as its purpose the analysis of data obtained from the questionnaires completed by school and city administrators. The data will be analyzed from four perspectives:

- 1) the attitudes of school administrators,
- 2) the attitudes of city administrators,
- 3) a comparison of the attitudes of school and city administrators in the same community,
- 4) a comparison of the attitudes of school and city administrators in the ten largest communities surveyed with the attitudes of school and city administrators in the other ten communities.

According to 1960 census figures the ten largest communities surveyed were: Grand Rapids, Flint, Lansing, Dearborn, Dearborn Heights, Saginaw, Warren, Pontiac, Kalamazoo and Royal Oak.

The other ten communities surveyed were: St. Clair Shores, Ann Arbor, Livonia, Lincoln Park, Bay City, Jackson, Roseville, Wyoming, Muskegon and East Detroit.

Urban Renewal

Listed in Table VI are the respondents' replies to item 1A. "Indicate your feelings as to the desirability for the school system in your community to support by means of a statement from the Board of Education a program for the rehabilitation of slum neighborhoods."

The opinions of the school administrators surveyed are reported in Table VI A. From this table it can be seen that 47.36 percent of the school administrators viewed this activity as very desirable, but 63.15 percent considered it either very desirable or desirable. Only 10.53 percent of the school administrators felt that this activity was totally undesirable.

In Table VI B the opinions of the city administrators surveyed are reported in reply to item 1A. Thirty percent of the city administrators surveyed felt that this was a very desirable activity and a total of sixty percent felt that it was either very desirable or desirable.

From these figures it is apparent that:

- 1) The majority of city and school administrators surveyed are in favor of having the school system in their community support by means of a statement from the Board of Education a program for the rehabilitation of slum neighborhoods.
- 2) There is no significant difference between the attitudes of school and city administrators in response to this item.
- 3) There is no significant difference between the attitudes of school and city administrators in the ten largest communities

TABLE VI
OPINIONS OF SCHOOL AND CITY ADMINISTRATORS SURVEYED
TO "THE SCHOOL SYSTEM SUPPORTING, BY MEANS OF A
STATEMENT FROM THE BOARD OF EDUCATION, A PROGRAM
FOR THE REHABILITATION OF SLUM NEIGHBORHOODS.

VI A SCHOOL ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	9	47.36
Desirable	3	15.79
Desirable in part	5	26.32
Undesirable	2	10.53
Total	19	100.00

VI B CITY ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	6	30
Desirable	6	30
Desirable in part	5	25
Undesirable	3	15
Total	20	100

VI C NUMBER OF COMMUNITIES IN WHICH BOTH CITY
AND SCHOOL ADMINISTRATORS WERE IN AGREEMENT

<u>Item 1 A Desirable</u>	<u>Item 1 A Undesirable</u>
8 communities	3 communities

VI D COMPARISON OF OPINIONS OF SCHOOL AND CITY
ADMINISTRATORS IN THE TEN LARGEST COMMUNITIES
SURVEYED WITH THOSE OF SCHOOL AND CITY ADMINISTRATORS
IN THE OTHER TEN COMMUNITIES SURVEYED

	<u>Ten Largest Communities</u>		<u>Other Ten Communities</u>	
	<u>Item Desirable</u>	<u>Item Undesirable</u>	<u>Item Desirable</u>	<u>Item Undesirable</u>
School Administrators	6	3	6	4
City Administrators	6	4	6	4

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surveyed and the attitudes of school and city administrators in the other communities surveyed in response to this item.

Listed in Table VII are the respondents' replies to item 1B. "Indicate your feelings as to the desirability for the school system in your community, in cooperation with community agencies, to help relocate people affected by urban renewal.

The opinions of school administrators are reported in Table VII A. From this table it can be seen that only 5.26 percent of the school administrators surveyed considered this activity very desirable and that only 15.79 percent found the activity either very desirable or desirable.

Of the city administrators surveyed, only 5 percent found this activity very desirable and 45 percent found it either very desirable or desirable.

From the figures in Table VII it is apparent that:

- 1) A majority (78.95 percent) of the school administrators surveyed are not in favor of having the school system in their community help to relocate people displaced by urban renewal.
- 2) A majority (55 percent) of the city administrators surveyed are not in favor of having the school system in their community help to relocate people displaced by urban renewal.

TABLE VII

OPINIONS OF SCHOOL AND CITY ADMINISTRATORS SURVEYED
TO "THE SCHOOL SYSTEM IN COOPERATION WITH COMMUNITY
AGENCIES HELPING TO RELOCATE PEOPLE AFFECTED BY
URBAN RENEWAL"

VII A SCHOOL ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	1	5.26
Desirable	3	15.79
Desirable in part	5	26.32
Undesirable	10	52.63
Total	19	100.00

VII B CITY ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	1	5
Desirable	8	40
Desirable in part	2	10
Undesirable	9	45
Total	20	100

VII C NUMBER OF COMMUNITIES IN WHICH BOTH CITY AND
SCHOOL ADMINISTRATORS WERE IN AGREEMENT

<u>Item 1B Desirable</u>	<u>Item 1B Undesirable</u>
4 communities	11 communities

VII D COMPARISON OF OPINIONS OF SCHOOL AND CITY
ADMINISTRATORS IN THE TEN LARGEST COMMUNITIES
SURVEYED WITH THOSE OF SCHOOL AND CITY ADMINISTRATORS
IN THE OTHER TEN COMMUNITIES SURVEYED

	<u>Ten Largest Communities</u>		<u>Other Ten Communities</u>	
	<u>Item</u> <u>Desirable</u>	<u>Item</u> <u>Undesirable</u>	<u>Item</u> <u>Desirable</u>	<u>Item</u> <u>Undesirable</u>
School Administrators	4	5	0	10
City Administrators	8	2	1	9

- 3) In the majority (75 percent) of communities surveyed, both administrators replied in the same fashion to this item. In those communities in which both administrators replied in the same fashion the majority (73.33 percent) felt that this activity was undesirable.
- 4) There is a significant difference between the attitudes of city administrators in the ten largest communities surveyed and city administrators in the other communities surveyed in regard to this activity.
- 5) There is a significant difference between the attitudes of school administrators in the ten largest communities surveyed and the school administrators in the other communities surveyed in regard to this activity.

According to Freund¹ the X^2 value with three degrees of freedom at the .05 level of significance is 7.81. An X^2 value of 7.81 or more indicates that there is a significant difference in the frequency distribution of responses to this item. For this item the value of X^2 has been computed at 17.750 (see Table VII D for frequency distribution).

Eight of the ten city administrators in the ten largest communities surveyed felt that this was a desirable activity while nine of the city administrators in the other communities surveyed felt this activity was undesirable.

¹John E. Freund, Modern Elementary Statistics, Third Edition, (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1967.) p. 385.

A difference, not as pronounced as that found in the city administrators responses, but still significant, was found in the responses of the school administrators. In the largest communities surveyed four of the school administrators felt that this activity was a desirable one while, in the other communities surveyed, all ten of the school administrators surveyed felt that this activity was undesirable.

Those city and school administrators opposed to this item (1B) were opposed to it because they felt that this activity was beyond the scope of the school and could be accomplished by the school only at great expense in terms of money and personnel.

Listed in Table VIII are the respondents' replies to item 1C. "Indicate your feelings as to the desirability for the school system in your community advocating that segregation should not be reinforced in the relocation of people displaced by urban renewal." It was made clear to the interviewees that this item referred to the advocacy of an "Open Housing" program by the local Board of Education.

The opinions of school administrators to this item are reported in Table VIII A. From this table it can be seen that 42.11 percent of the school administrators surveyed considered this activity to be very desirable and that 57.90 percent of the school administrators surveyed considered this activity either very desirable or desirable.

Of the city administrators surveyed 5 percent found this activity very desirable and 30 percent found it either very desirable or desirable.

From the figures in Table VIII it is apparent that:

TABLE VIII

OPINIONS OF SCHOOL AND CITY ADMINISTRATORS SURVEYED
TO "THE SCHOOL SYSTEM ADVOCATING THAT SEGREGATION
SHOULD NOT BE REINFORCED IN THE RELOCATION OF PEOPLE
DISPLACED BY URBAN RENEWAL"

VIII A SCHOOL ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	8	42.11
Desirable	3	15.79
Desirable in part	5	26.31
Undesirable	3	15.79
Total	19	100.00

VIII B CITY ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	1	5
Desirable	5	25
Desirable in part	5	25
Undesirable	9	45
Total	20	100

VIII C NUMBER OF COMMUNITIES IN WHICH BOTH CITY AND
SCHOOL ADMINISTRATORS WERE IN AGREEMENT

<u>Item 1C Desirable</u>	<u>Item 1C Undesirable</u>
3 communities	6 communities

VIII D COMPARISON OF OPINIONS OF SCHOOL AND CITY
ADMINISTRATORS IN THE TEN LARGEST COMMUNITIES
SURVEYED WITH THOSE OF SCHOOL AND CITY ADMINISTRATORS
IN THE OTHER TEN COMMUNITIES SURVEYED

	<u>Ten Largest Communities</u>		<u>Other Ten Communities</u>	
	<u>Item Desirable</u>	<u>Item Undesirable</u>	<u>Item Desirable</u>	<u>Item Undesirable</u>
School Administrators	7	2	4	6
City Administrators	5	5	1	9

- 1) A majority (57.90 percent) of the school administrators surveyed are in favor of having the school system in their community advocate that segregation should not be reinforced in the relocation of people displaced by urban renewal.
- 2) A majority (70 percent) of the city administrators surveyed are opposed to having the school system in their community advocate that segregation should not be reinforced in the relocation of people displaced by urban renewal.
- 3) In 45 percent of the communities surveyed both city and school administrators replied in the same fashion to this item. In 66.67 percent of these communities, city and school administrators felt that this activity was undesirable.
- 4) There is a significant difference between the attitudes of city administrators in the ten largest communities surveyed and city administrators in the other communities in regard to this activity.
- 5) There is a significant difference between the attitudes of school administrators surveyed in the ten largest communities and school administrators in the other ten communities in regard to this activity.

The X^2 value for this item has been computed as 9.086, and, as mentioned earlier, in order for the difference to be significant, the X^2 value must be at least 7.81.

The school administrators in the ten largest communities surveyed were in favor of advocating that segregation should not be reinforced in the relocation of people displaced by urban renewal. From the interviews it was apparent that they favored this position because of their feeling that the problems of the school were compounded by segregated neighborhoods.

From the interviews it was apparent that most of the school administrators who opposed this position opposed it because they felt that this was a political matter in which the school should not interfere.

The majority of city administrators opposed this activity on the same grounds, i. e. , they felt that it was a political matter and not something in which the schools should interfere.

Listed in Table IX are the respondents' replies to item 1D, "Indicate your feelings as to the desirability for the school system in your community, in cooperation with urban renewal people, helping relocated people adjust to their new neighborhood by providing counseling services to them."

The opinions of school administrators to this item are reported in Table IX A. From this table it can be seen that 36.84 percent of the school administrators surveyed felt this activity was a very desirable one and that 63.16 percent of the school administrators surveyed felt that the activity was either very desirable or desirable.

Of the city administrators surveyed, 45 percent found this activity very desirable and 75 percent found the activity either very desirable or desirable.

TABLE IX

OPINIONS OF SCHOOL AND CITY ADMINISTRATORS SURVEYED
TO "THE SCHOOL SYSTEM IN COOPERATION WITH URBAN RENEWAL
PEOPLE HELPING RELOCATED PEOPLE ADJUST TO THEIR NEW
NEIGHBORHOODS BY PROVIDING COUNSELING SERVICES FOR THEM"

IX A SCHOOL ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	7	36.84
Desirable	5	26.32
Desirable in part	4	21.05
Undesirable	3	15.79
Total	19	100.00

IX B CITY ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	9	45
Desirable	6	30
Desirable in part	2	10
Undesirable	3	15
Total	20	100

IX C NUMBER OF COMMUNITIES IN WHICH BOTH CITY
AND SCHOOL ADMINISTRATORS WERE IN AGREEMENT

<u>Item 1D Desirable</u>	<u>Item 1D Undesirable</u>
10 communities	3 communities

IX D COMPARISON OF OPINIONS OF SCHOOL AND CITY
ADMINISTRATORS IN THE TEN LARGEST COMMUNITIES
SURVEYED WITH THOSE OF SCHOOL AND CITY ADMINISTRATORS
IN THE OTHER TEN COMMUNITIES SURVEYED

	<u>Ten Largest Communities</u>		<u>Other Ten Communities</u>	
	<u>Item</u>	<u>Item</u>	<u>Item</u>	<u>Item</u>
	<u>Desirable</u>	<u>Undesirable</u>	<u>Desirable</u>	<u>Undesirable</u>
School				
Administrators	6	3	6	4
City				
Administrators	8	2	7	3

From the figures in Table IX it is apparent that:

- 1) A majority (63.16 percent) of the school administrators surveyed are in favor of having the school system in their community, in cooperation with urban renewal people, help relocated people adjust to their new neighborhood by providing counseling services to them.
- 2) A majority (75 percent) of the city administrators surveyed are in favor of having the school system in their community, in cooperation with urban renewal people, help relocated people adjust to their new neighborhood by providing counseling services to them.
- 3) In 65 percent of the communities surveyed both city and school administrators replied in the same fashion to this item. In 76.92 percent of these communities, city and school administrators felt that this was a desirable activity.
- 4) There is no significant difference between the attitudes of school and city administrators in response to this item.
- 5) There is no significant difference between the attitudes of school and city administrators in the ten largest communities surveyed and the attitudes of school and city administrators in the other communities in response to this item.

In response to item 2 it was found that twelve (12) of the twenty (20) communities surveyed had been involved in an urban renewal project within the three years prior to this survey which was made in the Spring of 1966. (These cities are listed in Appendix C.) Seven of the ten largest communities and five of the other communities surveyed had had an urban renewal program.

Item 3, parts A through D, dealt with whether any of the activities listed in item 1 were actually performed in the twelve cities in which there had been urban renewal programs in the three years prior to the survey. The results are shown in the following tables.

TABLE X

NUMBER OF COMMUNITIES IN THE SURVEY IN WHICH THE SCHOOL SYSTEM SUPPORTED BY MEANS OF A STATEMENT FROM THE BOARD OF EDUCATION A PROGRAM FOR THE REHABILITATION OF SLUM NEIGHBORHOODS

<u>Ten Largest Communities Surveyed</u>		<u>Other Communities Surveyed</u>	
<u>Yes</u>	<u>Percentage</u>	<u>Yes</u>	<u>Percentage</u>
2	28.57	0	0

TABLE XI

NUMBER OF COMMUNITIES IN THE SURVEY IN WHICH THE SCHOOL SYSTEM IN COOPERATION WITH COMMUNITY AGENCIES HELPED TO RELOCATE PEOPLE AFFECTED BY URBAN RENEWAL

<u>Ten Largest Communities Surveyed</u>		<u>Other Communities Surveyed</u>	
<u>Yes</u>	<u>Percentage</u>	<u>Yes</u>	<u>Percentage</u>
1	14.29	0	0

TABLE XII

NUMBER OF COMMUNITIES IN THE SURVEY IN WHICH THE SCHOOL SYSTEM ADVOCATED THAT SEGREGATION SHOULD NOT BE REINFORCED IN THE RELOCATION OF PEOPLE AFFECTED BY URBAN RENEWAL

<u>Ten Largest Communities Surveyed</u>		<u>Other Communities Surveyed</u>	
<u>Yes</u>	<u>Percentage</u>	<u>Yes</u>	<u>Percentage</u>
3	42.86	0	0

TABLE XIII

NUMBER OF COMMUNITIES IN THE SURVEY IN WHICH THE SCHOOL SYSTEM, IN COOPERATION WITH URBAN RENEWAL PEOPLE, HELPED RELOCATED PEOPLE ADJUST TO THEIR NEW NEIGHBORHOOD BY PROVIDING COUNSELING SERVICES TO THEM

<u>Ten Largest Communities Surveyed</u>		<u>Other Communities Surveyed</u>	
<u>Yes</u>	<u>Percentage</u>	<u>Yes</u>	<u>Percentage</u>
2	28.57	0	0

SUMMARY

In the items dealing with urban renewal it becomes apparent that school and city administrators feel one way but do not always act as they feel. In the survey it turned out that few school systems actually performed the activities that their administrators felt were desirable.

The reason for this may be seen in some of the comments which were made by city and school administrators during the interview session. Some of these comments follow:

from a City Administrator - "School officials do not necessarily have to take a stand on the issue of 'open occupancy.' If they do this

could affect their efficiency. What they can do is let the City Council and City Manager know how they feel. They can influence opinion this way."

Another city administrator would like to see the Board of Education endorse urban renewal programs but is aware of the difficulties that might arise if the implementation of the program is poor. He feels that this is a good reason for the schools not to formally endorse programs of urban renewal.

An interesting comment was made by one of the school administrators surveyed. He felt that, ideally, all the urban renewal activities listed in the questionnaire were fine but that practically they were not so desirable because the Board of Education and City Commission in his community had the policy of not taking a stand against something proposed by the other. He also said that they didn't, at the other extreme, take a stand for programs proposed by the other group unless the program concerned them as well. He gave the impression that he considered the problems of housing to be totally apart from and to have no effect on the school.

Another city administrator felt that "open occupancy" statements were politically geared and had no real effect on the basic attitudes of people in general and only served to alienate the voters. He could not see the City Commission or Board of Education issuing such a statement in his community and he did not feel that there would be an urban renewal program in his community for a few more years.

A very interesting comment was made by one of the city administrators. What the statement indicates is left to the opinion of the reader. It is placed in this section of the study because it was made while "open housing" was being discussed in the interview session. He said,

I don't mind Negroes living next to me but I would object to them throwing garbage out the window into the back yard. The thing I don't want is for my daughter to marry one, but I don't want her to marry a Catholic or a Methodist, either. I'm not prejudiced against these people. Don't get me wrong. It's just that I'm a Lutheran and prefer that she marry a Lutheran.

Juvenile Delinquency Prevention

Listed in Table XIV are the respondents' replies to item 4A, "Indicate your feelings as to the desirability for the school system in your community to plan cooperatively with the agencies of city government to develop programs to prevent juvenile delinquency."

The opinions of school administrators are reported in Table XIV A. From this table it can be seen that 94.74 percent of the school administrators surveyed considered this activity as a very desirable one.

Table XIV B shows a similar attitude on the part of city administrators. Every city administrator surveyed thought that this was a very desirable activity.

From these figures it is apparent that:

- 1) The majority of school and city administrators surveyed are in favor of having the school system plan cooperatively with the agencies of city government to develop programs to prevent juvenile delinquency.

TABLE XIV

OPINIONS OF SCHOOL AND CITY ADMINISTRATORS SURVEYED
TO "THE SCHOOL SYSTEM PLANNING COOPERATIVELY WITH
THE AGENCIES OF THE CITY GOVERNMENT TO DEVELOP
PROGRAMS TO PREVENT JUVENILE DELINQUENCY"

XIV A SCHOOL ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	18	94.74
Desirable	0	0
Desirable in part	1	5.26
Undesirable	0	0
Total	19	100.00

XIV B CITY ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	20	100
Desirable	0	0
Desirable in part	0	0
Undesirable	0	0
Total	20	100

XIV C NUMBER OF COMMUNITIES IN WHICH BOTH CITY
AND SCHOOL ADMINISTRATORS WERE IN AGREEMENT

<u>Item 4A Desirable</u>	<u>Item 4A Undesirable</u>
18 communities	0 communities

XIV D COMPARISON OF OPINIONS OF SCHOOL AND CITY
ADMINISTRATORS IN THE TEN LARGEST COMMUNITIES
SURVEYED WITH THOSE OF SCHOOL AND CITY ADMINISTRATORS
IN THE OTHER TEN COMMUNITIES SURVEYED

<u>Ten Largest Communities</u>		<u>Other Ten Communities</u>	
<u>Item</u>	<u>Item</u>	<u>Item</u>	<u>Item</u>
<u>Desirable</u>	<u>Undesirable</u>	<u>Desirable</u>	<u>Undesirable</u>
School Administrators 9	0	9	1
City Administrators 10	0	10	0

- 2) There is no significant difference between the attitudes of school administrators and city administrators surveyed in response to this item.

It is interesting to compare the responses to this item with the responses to the item (5A) which asks whether the school system actually plans cooperatively with the agencies of the city government to develop programs to prevent juvenile delinquency. The responses to this item are listed in Table XV.

TABLE XV

NUMBER OF COMMUNITIES IN THE SURVEY IN WHICH THE SCHOOL SYSTEM PLANNED COOPERATIVELY WITH THE AGENCIES OF CITY GOVERNMENT TO DEVELOP PROGRAMS TO PREVENT JUVENILE DELINQUENCY

<u>Ten Largest Communities Surveyed</u>		<u>Other Communities Surveyed</u>	
<u>Yes</u>	<u>Percentage</u>	<u>Yes</u>	<u>Percentage</u>
7	70	7	70

It is obvious from these tables that desirability of a program does not necessarily mean implementation of a program. City and school administrators in 94 percent or better of the communities surveyed felt that the school system should plan cooperatively with the agencies of city government to develop programs to prevent juvenile delinquency. In only 70 percent of the communities surveyed was this actually being done.

The respondents' replies to item 4B are listed in Table XVI. This item deals with the desirability of having school representatives

TABLE XVI

OPINIONS OF SCHOOL AND CITY ADMINISTRATORS SURVEYED
TO "HAVING SCHOOL REPRESENTATIVES MEET REGULARLY
WITH REPRESENTATIVES OF THE POLICE, COURT, CHURCHES
AND OTHER ORGANIZATIONS WORKING TO COMBAT JUVENILE
DELINQUENCY"

XVI A SCHOOL ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	15	78.94
Desirable	2	10.53
Desirable in part	2	10.53
Undesirable	0	0
Total	19	100.00

XVI B CITY ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	16	80
Desirable	4	20
Desirable in part	0	0
Undesirable	0	0
Total	20	100

XVI C NUMBER OF COMMUNITIES IN WHICH BOTH CITY AND
SCHOOL ADMINISTRATORS WERE IN AGREEMENT

<u>Item 4B Desirable</u>	<u>Item 4B Undesirable</u>
17 communities	0 communities

XVI D COMPARISON OF OPINIONS OF SCHOOL AND CITY
ADMINISTRATORS IN THE TEN LARGEST COMMUNITIES
SURVEYED WITH THOSE OF SCHOOL AND CITY ADMINISTRATORS
IN THE OTHER TEN COMMUNITIES SURVEYED

	<u>Ten Largest Communities</u>		<u>Other Ten Communities</u>	
	<u>Item</u> <u>Desirable</u>	<u>Item</u> <u>Undesirable</u>	<u>Item</u> <u>Desirable</u>	<u>Item</u> <u>Undesirable</u>
School Administrators	8	1	9	1
City Administrators	10	0	10	0

meet regularly (at least once a month) with representatives of the police, court, churches and other organizations working to combat juvenile delinquency.

The opinions of school administrators are reported in Table XVI A. From this table it can be seen that 78.94 percent of the school administrators surveyed considered this activity a very desirable one.

Table XVI B shows a similar attitude on the part of city administrators.

From these figures it is apparent that:

- 1) The majority of school and city administrators surveyed are in favor of having school representatives meet regularly with representatives of the police, court, churches and other organizations working to combat juvenile delinquency.
- 2) There is no significant difference between the attitudes of school administrators and city administrators surveyed in response to this item.

A comparison of the responses to this item with the responses to item 5B (Have school representatives met regularly with representatives of the police, court, churches and other organizations working to combat juvenile delinquency?) shows that while the activity is a desirable one, according to the majority of school and city administrators, it is one which is not actually being practiced in all the communities where it is considered desirable.

The responses to this item are listed in Table XVII.

TABLE XVII

NUMBER OF COMMUNITIES SURVEYED IN WHICH SCHOOL
REPRESENTATIVES MEET REGULARLY WITH REPRESENTATIVES
OF THE POLICE, COURT, CHURCHES AND OTHER ORGANIZATIONS
WORKING TO COMBAT JUVENILE DELINQUENCY

<u>Ten Largest Communities Surveyed</u>		<u>Other Communities Surveyed</u>	
<u>Yes</u>	<u>Percentage</u>	<u>Yes</u>	<u>Percentage</u>
7	70	5	50

Desirability again does not necessarily mean implementation of an activity. In only 60 percent of the communities surveyed was this activity being performed even though 88.47 percent of the school administrators surveyed and 100 percent of the city administrators surveyed felt that this activity was either desirable or very desirable.

The respondents' replies to item 4C are listed in Table XVIII. This item deals with the desirability of having the school system in cooperation with city agencies (Park Department and Public Works Department) provide employment opportunities for school drop-outs and juvenile delinquents.

The opinions of school administrators are reported in Table XVIII A. From this table it can be seen that 63.16 percent of the school administrators surveyed considered this activity as a very desirable one.

Table XVIII B shows that this activity was not considered very desirable by as many of the city administrators surveyed as it was by the school administrators surveyed.

TABLE XVIII

OPINIONS OF SCHOOL AND CITY ADMINISTRATORS SURVEYED
TO "HAVING THE SCHOOL SYSTEM IN COOPERATION WITH CITY
AGENCIES (PARK DEPARTMENT AND PUBLIC WORKS DEPARTMENT)
PROVIDE EMPLOYMENT OPPORTUNITIES FOR SCHOOL DROP-OUTS
AND JUVENILE DELINQUENTS"

XVIII A SCHOOL ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	12	63.16
Desirable	5	26.32
Desirable in part	1	5.26
Undesirable	1	5.26
Total	19	100.00

XVIII B CITY ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	8	40
Desirable	9	45
Desirable in part	3	15
Undesirable	0	0
Total	20	100

XVIII C NUMBER OF COMMUNITIES IN WHICH BOTH CITY AND
SCHOOL ADMINISTRATORS WERE IN AGREEMENT

<u>Item 4C Desirable</u>	<u>Item 4C Undesirable</u>
16 communities	1 community

XVIII D COMPARISON OF OPINIONS OF SCHOOL AND CITY
ADMINISTRATORS IN THE TEN LARGEST COMMUNITIES
SURVEYED WITH THOSE OF SCHOOL AND CITY ADMINISTRATORS
IN THE OTHER TEN COMMUNITIES SURVEYED

	<u>Ten Largest Communities</u>		<u>Other Ten Communities</u>	
	<u>Item</u> <u>Desirable</u>	<u>Item</u> <u>Undesirable</u>	<u>Item</u> <u>Desirable</u>	<u>Item</u> <u>Undesirable</u>
School Administrators	9	0	8	2
City Administrators	9	1	8	2

From these figures it is apparent that:

- 1) The majority of school and city administrators surveyed are in favor of having the school in cooperation with city agencies (Park Department and Public Works Department) provide employment opportunities for school drop-outs and juvenile delinquents.
- 2) There is no significant difference between the attitudes of school administrators and city administrators surveyed in response to this item.

A comparison of the responses to this item with the responses to item 5C (Does the school system in your community in cooperation with city agencies /Park Department and Public Works Department/ provide employment opportunities for school drop-outs and juvenile delinquents?) shows that even though the activity is a desirable one it is not being done in very many communities.

TABLE XIX

NUMBER OF COMMUNITIES SURVEYED IN WHICH THE SCHOOL SYSTEM IN COOPERATION WITH CITY AGENCIES (PARK) DEPARTMENT AND PUBLIC WORKS DEPARTMENT) PROVIDES EMPLOYMENT OPPORTUNITIES FOR DROP-OUTS AND JUVENILE DELINQUENTS

<u>Ten Largest Communities Surveyed</u>		<u>Other Communities Surveyed</u>	
<u>Yes</u>	<u>Percentage</u>	<u>Yes</u>	<u>Percentage</u>
5	50	4	40

In only 45 percent of the communities surveyed was the school system cooperating with city agencies to provide employment

opportunities for juvenile delinquents and school drop-outs. This was so even though 89.46 percent of the school administrators surveyed considered this activity desirable or very desirable and 85 percent of the city administrators surveyed considered this activity desirable or very desirable.

The respondents' replies to item 4D are listed in Table XX. This item deals with the desirability of having the school system provide home counselors to work with families of juvenile delinquents.

The opinions of the school administrators surveyed are listed in Table XX A. From this table it can be seen that 78.94 percent of the school administrators surveyed considered this activity as a very desirable one and 89.47 percent considered it either desirable or very desirable.

Of the city administrators surveyed, 45 percent felt this activity was very desirable and 80 percent felt it was either very desirable or desirable.

From these figures it is apparent that:

- 1) The majority of school and city administrators surveyed are in favor of having the school provide home counselors to work with families of juvenile delinquents.
- 2) There is no significant difference between the attitudes of the school and city administrators surveyed in response to this item.

TABLE XX

OPINIONS OF SCHOOL AND CITY ADMINISTRATORS SURVEYED
TO "HAVING THE SCHOOL SYSTEM PROVIDE HOME COUNSELORS
TO WORK WITH FAMILIES OF JUVENILE DELINQUENTS"

XX A SCHOOL ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	15	78.94
Desirable	2	10.53
Desirable in part	2	10.53
Undesirable	0	0
Total	19	100.00

XX B CITY ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	9	45
Desirable	7	35
Desirable in part	2	10
Undesirable	2	10
Total	20	100

XX C NUMBER OF COMMUNITIES IN WHICH BOTH CITY AND
SCHOOL ADMINISTRATORS WERE IN AGREEMENT

<u>Item 4D Desirable</u>	<u>Item 4D Undesirable</u>
16 communities	1 community

XX D COMPARISON OF OPINIONS OF SCHOOL AND CITY
ADMINISTRATORS IN THE TEN LARGEST COMMUNITIES
SURVEYED WITH THOSE OF SCHOOL AND CITY ADMINISTRATORS
IN THE OTHER TEN COMMUNITIES SURVEYED

	<u>Ten Largest Communities</u>		<u>Other Ten Communities</u>	
	<u>Item</u> <u>Desirable</u>	<u>Item</u> <u>Undesirable</u>	<u>Item</u> <u>Desirable</u>	<u>Item</u> <u>Undesirable</u>
School Administrators	8	1	9	1
City Administrators	7	3	9	1

A comparison of the responses to this item with the responses to the item (5D) asking whether the school system does provide home counselors to work with families of juvenile delinquents shows some disparity between desirability and actual practice. This can be seen by comparing Table XX with Table XXI.

TABLE XXI

NUMBER OF COMMUNITIES SURVEYED IN WHICH THE SCHOOL
SYSTEM PROVIDES HOME COUNSELORS TO WORK WITH THE
FAMILIES OF JUVENILE DELINQUENTS

<u>Ten Largest Communities Surveyed</u>		<u>Other Communities Surveyed</u>	
<u>Yes</u>	<u>Percentage</u>	<u>Yes</u>	<u>Percentage</u>
3	30	4	40

In only 35 percent of the communities surveyed was the school system doing what 80 percent of the city administrators and 89.47 percent of the school administrators surveyed felt was a desirable activity.

The respondents' replies to item 4E are listed in Table XXII. This item deals with the desirability of having the school provide vocational training through an adult education program for school drop-outs, juvenile delinquents and parolees.

The opinions of the school administrators surveyed are shown in Table XXII A. From this table it can be seen that 84.21 percent of the school administrators surveyed felt this activity was a very desirable one and 89.473 percent considered it either very desirable or desirable.

TABLE XXII

OPINIONS OF SCHOOL AND CITY ADMINISTRATORS SURVEYED
TO "HAVING THE SCHOOL SYSTEM PROVIDE VOCATIONAL
TRAINING THROUGH AN ADULT EDUCATION PROGRAM FOR
SCHOOL DROP-OUTS, JUVENILE DELINQUENTS AND PAROLEES"

XXII A SCHOOL ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	16	84.21
Desirable	1	5.263+
Desirable in part	1	5.263+
Undesirable	1	5.263+
Total	19	99.999+

XXII B CITY ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	12	60
Desirable	7	35
Desirable in part	1	5
Undesirable	0	0
Total	20	100

XXII C NUMBER OF COMMUNITIES IN WHICH BOTH CITY AND
SCHOOL ADMINISTRATORS WERE IN AGREEMENT

<u>Item 4E Desirable</u>	<u>Item 4E Undesirable</u>
16 communities	0 communities

XXII D COMPARISON OF OPINIONS OF SCHOOL AND CITY
ADMINISTRATORS IN THE TEN LARGEST COMMUNITIES
SURVEYED WITH THOSE OF SCHOOL AND CITY ADMINISTRATORS
IN THE OTHER TEN COMMUNITIES SURVEYED

	<u>Ten Largest Communities</u>		<u>Other Ten Communities</u>	
	<u>Item Desirable</u>	<u>Item Undesirable</u>	<u>Item Desirable</u>	<u>Item Undesirable</u>
School Administrators	7	2	10	0
City Administrators	10	0	9	1

Of the city administrators surveyed 60 percent felt that this activity was very desirable and 95 percent felt that the activity was either desirable or very desirable.

From these figures it is apparent that:

- 1) The majority of school and city administrators surveyed are in favor of having the school system provide vocational training through an adult education program for school drop-outs, juvenile delinquents and parolees.
- 2) There is no significant difference between the attitudes of the school and city administrators in response to this item.

A comparison of the responses to this item with the responses to item 5E in which it is asked whether the school system provides vocational training through an adult education program for school drop-outs, juvenile delinquents, and parolees shows that for this activity the practice very nearly matches the desirability. This can be seen by comparing Table XXII with Table XXIII.

TABLE XXIII

NUMBER OF COMMUNITIES SURVEYED IN WHICH THE SCHOOL SYSTEM PROVIDES VOCATIONAL TRAINING THROUGH AN ADULT EDUCATION PROGRAM FOR SCHOOL DROP-OUTS, JUVENILE DELINQUENTS, AND PAROLEES

<u>Ten Largest Communities Surveyed</u>		<u>Other Communities Surveyed</u>	
<u>Yes</u>	<u>Percentage</u>	<u>Yes</u>	<u>Percentage</u>
8	80	9	90

In 85 percent of the communities surveyed the school system did provide vocational training through an adult education program for school

drop-outs, juvenile delinquents, and parolees. This figure is very close to the percentage of city and school administrators (as shown in Table XXII A and B) who felt that this was a desirable activity.

The respondents' replies to item 4F are listed in Table XXIV. This item deals with the desirability of having the school system provide vocational training for the unwed mother while providing nursery care for her child.

The opinions of the school administrators surveyed are shown in Table XXIV A. From the table it can be seen that only 36.84 percent of the school administrators surveyed felt that this activity was either desirable or very desirable.

Of the city administrators surveyed 25 percent felt that the activity was very desirable and 50 percent felt that the activity was either very desirable or desirable.

From these figures it is apparent that:

- 1) The majority of school and city administrators surveyed do not feel that the school system should provide vocational training for the unwed mother while providing nursery care for her child.
- 2) There is no significant difference between the attitudes of school and city administrators surveyed in response to this item.

Many administrators surveyed were in favor of providing vocational training for the unwed mothers but did not feel that the schools

TABLE XXIV

OPINIONS OF SCHOOL AND CITY ADMINISTRATORS SURVEYED
TO "HAVING THE SCHOOL SYSTEM PROVIDE VOCATIONAL
TRAINING FOR THE UNWED MOTHER WHILE PROVIDING NURSERY
CARE FOR HER CHILD"

XXIV A SCHOOL ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	7	36.84
Desirable	0	0
Desirable in part	10	52.63
Undesirable	2	10.53
Total	19	100.00

XXIV B CITY ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	5	25
Desirable	5	25
Desirable in part	8	40
Undesirable	2	10
Total	20	100

XXIV C NUMBER OF COMMUNITIES IN WHICH BOTH CITY AND
SCHOOL ADMINISTRATORS WERE IN AGREEMENT

<u>Item 4F Desirable</u>	<u>Item 4F Undesirable</u>
4 communities	7 communities

XXIV D COMPARISON OF OPINIONS OF SCHOOL AND CITY
ADMINISTRATORS IN THE TEN LARGEST COMMUNITIES
SURVEYED WITH THOSE OF SCHOOL AND CITY ADMINISTRATORS
IN THE OTHER TEN COMMUNITIES SURVEYED

	<u>Ten Largest Communities</u>		<u>Other Ten Communities</u>	
	<u>Item</u> <u>Desirable</u>	<u>Item</u> <u>Undesirable</u>	<u>Item</u> <u>Desirable</u>	<u>Item</u> <u>Undesirable</u>
School Administrators	5	4	2	8
City Administrators	7	3	3	7

should provide nursery care for the children. They did not feel that this was a job of the schools.

Examination of the replies to item 5F shows that there is only one community which provides both vocational training for the unwed mother and nursery care for her child (see Table XXV).

TABLE XXV

NUMBER OF COMMUNITIES SURVEYED IN WHICH THE SCHOOL SYSTEM PROVIDED VOCATIONAL TRAINING FOR THE UNWED MOTHER WHILE PROVIDING NURSERY CARE FOR HER CHILD.

<u>Ten Largest Communities Surveyed</u>		<u>Other Communities Surveyed</u>	
<u>Yes</u>	<u>Percentage</u>	<u>Yes</u>	<u>Percentage</u>
1	10	0	0

In only 5 percent of the communities surveyed (one community) did the school system provide vocational training for the unwed mother while providing nursery care for her child. This figure is somewhat less than the percentage of school and city administrators who felt that this was a desirable activity.

The respondents' replies to item 4G are listed in Table XXVI. This item deals with the desirability of having the school system provide year-round pre-school programs similar to "Operation Head-Start" for children from low socio-economic families.

The opinions of the school administrators surveyed are shown in Table XXVI A. From this table it can be seen that 68.42 percent of the school administrators surveyed felt that this activity was very desirable and 94.74 percent of them felt that this activity was either very desirable or desirable.

TABLE XXVI

OPINIONS OF SCHOOL AND CITY ADMINISTRATORS SURVEYED
TO "HAVING THE SCHOOL SYSTEM PROVIDE A YEAR-ROUND
PRE-SCHOOL PROGRAM SIMILAR TO 'OPERATION HEAD-START'
FOR CHILDREN FROM LOW SOCIO-ECONOMIC FAMILIES"

XXVI A SCHOOL ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	13	68.42
Desirable	5	26.32
Desirable in part	1	5.26
Undesirable	0	0
Total	19	100.00

XXVI B CITY ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	12	60
Desirable	5	25
Desirable in part	2	10
Undesirable	1	5
Total	20	100

XXVI C NUMBER OF COMMUNITIES IN WHICH BOTH CITY AND
SCHOOL ADMINISTRATORS WERE IN AGREEMENT

<u>Item 4G Desirable</u>	<u>Item 4G Undesirable</u>
16 communities	0 communities

XXVI D COMPARISON OF OPINIONS OF SCHOOL AND CITY
ADMINISTRATORS IN THE TEN LARGEST COMMUNITIES
SURVEYED WITH THOSE OF SCHOOL AND CITY ADMINISTRATORS
IN THE OTHER TEN COMMUNITIES SURVEYED

		<u>Ten Largest Communities</u>		<u>Other Ten Communities</u>	
		<u>Item</u>	<u>Item</u>	<u>Item</u>	<u>Item</u>
		<u>Desirable</u>	<u>Undesirable</u>	<u>Desirable</u>	<u>Undesirable</u>
School					
Administrators	9		0	9	1
City					
Administrators	8		2	9	1

Of the city administrators surveyed, 60 percent felt that this activity was very desirable and 85 percent felt that this activity was either very desirable or desirable.

From these figures it is apparent that:

- 1) The majority of school and city administrators surveyed are in favor of having the school system provide a year-round pre-school program similar to "Operation Head-Start" for children from low socio-economic families.
- 2) There is no significant difference between the attitudes of school and city administrators surveyed in response to this item.

Examination of the responses to item 5G shows that there are not too many communities which actually provide year-round pre-school programs similar to "Operation Head-Start" for children from low socio-economic families (see Table XXVII).

TABLE XXVII

NUMBER OF COMMUNITIES SURVEYED IN WHICH THE SCHOOL SYSTEM PROVIDES YEAR-ROUND PRE-SCHOOL PROGRAMS SIMILAR TO "OPERATION HEAD-START" FOR CHILDREN FROM LOW SOCIO-ECONOMIC FAMILIES

<u>Ten Largest Communities Surveyed</u>		<u>Other Communities Surveyed</u>	
<u>Yes</u>	<u>Percentage</u>	<u>Yes</u>	<u>Percentage</u>
4	40	3	30

In only 35 percent of the communities surveyed did the school system provide year-round pre-school programs similar to "Operation Head-Start" for children from low socio-economic families. This

was so even though 94.74 percent of the school administrators and 85 percent of the city administrators surveyed felt that this was a desirable activity.

The respondents' replies to item 4H are listed in Table XXVIII. This item deals with the desirability of having the school system provide in-school guidance and counseling services to the juvenile delinquent in cooperation with probation and parole officers.

The opinions of the school administrators surveyed are shown in Table XXVIII A. From this table it can be seen that 100 percent of the school administrators surveyed felt that this activity was a very desirable one.

Of the city administrators surveyed, 70 percent felt that this activity was very desirable and 100 percent felt that this activity was either very desirable or desirable.

From these figures it is apparent that:

- 1) All of the school and city administrators surveyed are in favor of having the school system provide in-school guidance and counseling services to the juvenile delinquent in cooperation with probation and parole officers.
- 2) There is no significant difference between the attitudes of school and city administrators surveyed in response to this item.

Examination of the responses to item 5H shows that many of the communities surveyed do provide in-school guidance and counseling

TABLE XXVIII

OPINIONS OF SCHOOL AND CITY ADMINISTRATORS SURVEYED
TO "HAVING THE SCHOOL SYSTEM PROVIDE IN-SCHOOL GUIDANCE
AND COUNSELING SERVICES TO THE JUVENILE DELINQUENT IN
COOPERATION WITH PROBATION AND PAROLE OFFICERS"

XXVIII A SCHOOL ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	19	100
Desirable	0	0
Desirable in part	0	0
Undesirable	0	0
Total	19	100

XXVIII B CITY ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	14	70
Desirable	6	30
Desirable in part	0	0
Undesirable	0	0
Total	20	100

XXVIII C NUMBER OF COMMUNITIES IN WHICH BOTH CITY
AND SCHOOL ADMINISTRATORS WERE IN AGREEMENT

<u>Item 4H Desirable</u>	<u>Item 4H Undesirable</u>
19 communities	0 communities

XXVIII D COMPARISON OF OPINIONS OF SCHOOL AND CITY
ADMINISTRATORS IN THE TEN LARGEST COMMUNITIES
SURVEYED WITH THOSE OF SCHOOL AND CITY ADMINISTRATORS
IN THE OTHER TEN COMMUNITIES SURVEYED

	<u>Ten Largest Communities</u>		<u>Other Ten Communities</u>	
	<u>Item Desirable</u>	<u>Item Undesirable</u>	<u>Item Desirable</u>	<u>Item Undesirable</u>
School Administrators	9	0	10	0
City Administrators	10	0	10	0

services to the juvenile delinquent in cooperation with probation and parole officers. This is shown in Table XXIX.

TABLE XXIX

NUMBER OF COMMUNITIES SURVEYED IN WHICH THE SCHOOL
SYSTEM PROVIDES IN-SCHOOL GUIDANCE AND COUNSELING
SERVICES TO THE JUVENILE DELINQUENT IN COOPERATION
WITH PROBATION AND PAROLE OFFICERS

<u>Ten Largest Communities Surveyed</u>		<u>Other Communities Surveyed</u>	
<u>Yes</u>	<u>Percentage</u>	<u>Yes</u>	<u>Percentage</u>
7	70	9	90

These tables show that, even though their city and school administrators favor a program to provide in-school guidance and counseling services to the juvenile delinquent in cooperation with probation and parole officers, there are four communities out of the twenty surveyed in which such a program is not in operation.

Summary

The activities, with one exception, dealing with school participation in programs to prevent juvenile delinquency were considered to be very desirable or desirable by both school and city administrators. The one activity which was not considered desirable by the majority of school and city administrators was the one which dealt with the school providing vocational training for the unwed mother while providing nursery care for her child. In regard to this activity, there was no objection on the part of the administrators surveyed to having the school provide vocational training for the unwed mother. The objection

was to providing nursery care for her child. The majority of both city and school administrators felt that it was not the task of the school to provide nursery care.

In examining the data contained in this section, it is interesting to observe the discrepancy which exists between the desirability of these activities and their lack of implementation. There are many communities in which the activities which are considered desirable by school and city administrators are not being implemented. The main reasons given for not implementing these activities are: (1) lack of funds, (2) lack of personnel, and (3) lack of time.

The City of Royal Oak has an interesting and apparently successful program in which volunteers, consisting of retired citizens, teachers, school counselors, businessmen, coaches, psychiatrists, psychologists, personnel directors, social workers, housewives and many others, have given time and money to form a Probation Department which counsels, guides, treats, inspires and helps to find jobs for people placed on probation by the Royal Oak Municipal Court. This approach is one which could be copied in other communities.

Coordination of School and Social Agency Activities

This section of the study deals with cooperation and coordination between the school and the social agencies within the community.

The respondents' replies to item 4I are listed in Table XXX. This item deals with the desirability of having the school take an active

part in the coordinating council, council of social agencies or other over-all planning or coordinating community group.

The opinions of the school administrators surveyed are shown in Table XXX A. From this table it can be seen that 78.95 percent of the school administrators surveyed felt that this activity was a very desirable one and that all of them felt that it was either very desirable or desirable.

Of the city administrators surveyed, 65 percent felt that this activity was very desirable and 85 percent felt that it was either very desirable or desirable.

From these figures it is apparent that:

- 1) The majority of school and city administrators surveyed are in favor of having the school take an active part in the coordinating council, council of social agencies, or other over-all planning or coordinating community group.
- 2) There is no significant difference between the attitudes of school and city administrators surveyed in response to this item.

Examination of the responses to item 5I shows that in 45 percent of the communities surveyed the school system does not take an active part in the coordinating council, council of social agencies, or other over-all planning or coordinating community group (see Table XXXI).

TABLE XXX

OPINIONS OF SCHOOL AND CITY ADMINISTRATORS SURVEYED
TO "HAVING THE SCHOOL TAKE AN ACTIVE PART IN THE
COORDINATING COUNCIL, COUNCIL OF SOCIAL AGENCIES OR
OTHER OVER-ALL PLANNING OR COORDINATING COMMUNITY GROUP"

XXX A SCHOOL ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	15	78.95
Desirable	4	21.05
Desirable in part	0	0
Undesirable	0	0
Total	19	100.00

XXX B CITY ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	13	65
Desirable	4	20
Desirable in part	2	10
Undesirable	1	5
Total	20	100

XXX C NUMBER OF COMMUNITIES IN WHICH BOTH CITY AND
SCHOOL ADMINISTRATORS WERE IN AGREEMENT

<u>Item 4I Desirable</u>	<u>Item 4I Undesirable</u>
16 communities	0 communities

XXX D COMPARISON OF OPINIONS OF SCHOOL AND CITY
ADMINISTRATORS IN THE TEN LARGEST COMMUNITIES
SURVEYED WITH THOSE OF SCHOOL AND CITY ADMINISTRATORS
IN THE OTHER TEN COMMUNITIES SURVEYED

	<u>Ten Largest Communities</u>		<u>Other Ten Communities</u>	
	<u>Item</u> <u>Desirable</u>	<u>Item</u> <u>Undesirable</u>	<u>Item</u> <u>Desirable</u>	<u>Item</u> <u>Undesirable</u>
School Administrators	9	0	10	0
City Administrators	8	2	9	1

TABLE XXXI

NUMBER OF COMMUNITIES SURVEYED IN WHICH THE SCHOOL
SYSTEM TAKES AN ACTIVE PART IN THE COORDINATING
COUNCIL, COUNCIL OF SOCIAL AGENCIES, OR OTHER OVER-ALL
PLANNING OR COORDINATING COMMUNITY GROUP

<u>Ten Largest Communities Surveyed</u>		<u>Other Communities Surveyed</u>	
<u>Yes</u>	<u>Percentage</u>	<u>Yes</u>	<u>Percentage</u>
7	70	4	40

In only 55 percent of the communities surveyed did the school system take an active part in the coordinating council, council of social agencies, or other over-all planning or coordinating community group. This was so even though an overwhelming majority of school and city administrators felt that this was a desirable or very desirable activity.

The respondents' replies to item 4J are listed in Table XXXII. This item deals with the desirability of having the school, through school adjustment counselors, advise community agencies of pupils with serious health, behavior, and family problems.

The opinions of school administrators surveyed are shown in Table XXXII A. From this table it can be seen that 89.47 percent of the school administrators surveyed felt that this activity was a very desirable one and 94.73 percent felt that the activity was either desirable or very desirable.

Of the city administrators surveyed, 85 percent felt that this activity was very desirable and 95 percent felt that the activity was either very desirable or desirable.

TABLE XXXII

OPINIONS OF SCHOOL AND CITY ADMINISTRATORS SURVEYED
TO "HAVING THE SCHOOL SYSTEM, THROUGH SCHOOL ADJUSTMENT
COUNSELORS, ADVISE COMMUNITY AGENCIES OF PUPILS WITH
SERIOUS HEALTH, BEHAVIOR AND FAMILY PROBLEMS"

XXXII A SCHOOL ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	17	89.473+
Desirable	1	5.263+
Desirable in part	1	5.263+
Undesirable	0	0
Total	19	99.999+

XXXII B CITY ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	17	85
Desirable	2	10
Desirable in part	1	5
Undesirable	0	0
Total	20	100

XXXII C NUMBER OF COMMUNITIES IN WHICH BOTH CITY AND
SCHOOL ADMINISTRATORS WERE IN AGREEMENT

<u>Item 4J Desirable</u>	<u>Item 4J Undesirable</u>
18 communities	0 communities

XXXII D COMPARISON OF OPINIONS OF SCHOOL AND CITY
ADMINISTRATORS IN THE TEN LARGEST COMMUNITIES
SURVEYED WITH THOSE OF SCHOOL AND CITY ADMINISTRATORS
IN THE OTHER TEN COMMUNITIES SURVEYED

	<u>Ten Largest Communities</u>		<u>Other Ten Communities</u>	
	<u>Item</u> <u>Desirable</u>	<u>Item</u> <u>Undesirable</u>	<u>Item</u> <u>Desirable</u>	<u>Item</u> <u>Undesirable</u>
School Administrators	9	0	9	1
City Administrators	9	1	10	0

From these figures it is apparent that:

- 1) The majority of school and city administrators surveyed are in favor of having the school system, through school adjustment counselors, advise the community agencies of pupils with serious health, behavior, and family problems.
- 2) There is no significant difference between the attitudes of the school and city administrators surveyed in response to this item.

Examination of the responses to item 5J shows that in 90 percent of the communities surveyed the school system, through school adjustment counselors, does advise the community agencies of pupils with serious health, behavior, and family problems (see Table XXXIII).

TABLE XXXIII

NUMBER OF COMMUNITIES SURVEYED IN WHICH THE SCHOOL SYSTEM, THROUGH SCHOOL ADJUSTMENT COUNSELORS, ADVISES THE COMMUNITY AGENCIES OF PUPILS WITH SERIOUS HEALTH, BEHAVIOR AND FAMILY PROBLEMS

<u>Ten Largest Communities Surveyed</u>		<u>Other Communities Surveyed</u>	
<u>Yes</u>	<u>Percentage</u>	<u>Yes</u>	<u>Percentage</u>
8	80	10	100

This activity (the school system, through the school adjustment counselors, advising community agencies of pupils with serious health, behavior, and family problems) is practiced in nearly all of the communities in which school and city administrators consider it desirable.

The respondents' replies to item 4K are listed in Table XXXIV. This item deals with the desirability of having the school encourage the workers of social, welfare, and recreational agencies to attend school conferences to aid in the understanding and solution of adjustment problems.

The opinions of the school administrators surveyed are shown in Table XXXIV A. From this table it can be seen that 73.68 percent of the school administrators surveyed felt that this activity was a very desirable one and all of the school administrators felt that the activity was either desirable or very desirable.

Of the city administrators surveyed, 90 percent felt that this activity was very desirable and all of them felt that the activity was either very desirable or desirable.

From these figures it is apparent that:

- 1) All of the school and city administrators surveyed are in favor of having the school system encourage the workers of social, welfare, and recreational agencies to attend school conferences to aid in the understanding and solution of adjustment problems.
- 2) There is no significant difference between the attitudes of the school and city administrators surveyed in response to this item.

Examination of the responses to item 5K shows that in 80 percent of the communities surveyed the school system does encourage the

TABLE XXXIV

OPINIONS OF SCHOOL AND CITY ADMINISTRATORS SURVEYED
TO "HAVING THE SCHOOL ENCOURAGE THE WORKERS OF
SOCIAL, WELFARE, AND RECREATIONAL AGENCIES TO ATTEND
SCHOOL CONFERENCES TO AID IN THE UNDERSTANDING AND
SOLUTION OF SCHOOL ADJUSTMENT PROBLEMS"

XXXIV A SCHOOL ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	14	73.68
Desirable	5	26.32
Desirable in part	0	0
Undesirable	0	0
Total	19	100.00

XXXIV B CITY ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	18	90
Desirable	2	10
Desirable in part	0	0
Undesirable	0	0
Total	20	100

XXXIV C NUMBER OF COMMUNITIES IN WHICH BOTH CITY
AND SCHOOL ADMINISTRATORS WERE IN AGREEMENT

<u>Item 4K Desirable</u>	<u>Item 4K Undesirable</u>
19 communities	0 communities

XXXIV D COMPARISON OF OPINIONS OF SCHOOL AND CITY
ADMINISTRATORS IN THE TEN LARGEST COMMUNITIES
SURVEYED WITH THOSE OF SCHOOL AND CITY ADMINISTRATORS
IN THE OTHER TEN COMMUNITIES SURVEYED

	<u>Ten Largest Communities</u>		<u>Other Ten Communities</u>	
	<u>Item Desirable</u>	<u>Item Undesirable</u>	<u>Item Desirable</u>	<u>Item Undesirable</u>
School Administrators	9	0	10	0
City Administrators	10	0	10	0

workers of social, welfare, and recreational agencies to attend school conferences to aid in the understanding and solution of adjustment problems (see Table XXXV).

TABLE XXXV

NUMBER OF COMMUNITIES SURVEYED IN WHICH THE SCHOOL SYSTEM ENCOURAGES THE WORKERS OF SOCIAL, WELFARE, AND RECREATIONAL AGENCIES TO ATTEND SCHOOL CONFERENCES TO AID IN THE UNDERSTANDING AND SOLUTION OF SCHOOL ADJUSTMENT PROBLEMS

<u>Ten Largest Communities Surveyed</u>		<u>Other Communities Surveyed</u>	
<u>Yes</u>	<u>Percentage</u>	<u>Yes</u>	<u>Percentage</u>
8	80	8	80

This activity (the school system encouraging the workers of social, welfare, and recreational agencies to attend school conferences to aid in the understanding and solution of school adjustment problems) is practiced in all but four (4) of the communities in which school and city administrators considered it desirable.

The respondents' replies to item 4L are listed in Table XXXVI. This item deals with the desirability of having the school system hold in-service programs involving teachers, administrators, and community social agencies centered upon the solution of local school-community problems.

The opinions of the school administrators surveyed are shown in Table XXXVI A. From this table it can be seen that 84.21 percent of the school administrators surveyed felt that this activity was a very

TABLE XXXVI

OPINIONS OF SCHOOL AND CITY ADMINISTRATORS SURVEYED
TO "HAVING THE SCHOOL SYSTEM HOLD IN-SERVICE PROGRAMS
INVOLVING TEACHERS, ADMINISTRATORS, AND COMMUNITY
SOCIAL AGENCIES CENTERED UPON THE SOLUTION OF LOCAL
SCHOOL-COMMUNITY PROBLEMS"

XXXVI A SCHOOL ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	16	84.21
Desirable	2	10.53
Desirable in part	1	5.26
Undesirable	0	0
Total	19	100.00

XXXVI B CITY ADMINISTRATORS' OPINIONS
BY RESPONSE CATEGORIES

<u>Response Categories</u>	<u>Respondents</u>	<u>Percentage</u>
Very Desirable	15	75
Desirable	4	20
Desirable in part	1	5
Undesirable	0	0
Total	20	100

XXXVI C NUMBER OF COMMUNITIES IN WHICH BOTH CITY
AND SCHOOL ADMINISTRATORS WERE IN AGREEMENT

<u>Item 4L Desirable</u>	<u>Item 4L Undesirable</u>
18 communities	0 communities

XXXVI D COMPARISON OF OPINIONS OF SCHOOL AND CITY
ADMINISTRATORS IN THE TEN LARGEST COMMUNITIES
SURVEYED WITH THOSE OF SCHOOL AND CITY ADMINISTRATORS
IN THE OTHER TEN COMMUNITIES SURVEYED

	<u>Ten Largest Communities</u>		<u>Other Ten Communities</u>	
	<u>Item</u> <u>Desirable</u>	<u>Item</u> <u>Undesirable</u>	<u>Item</u> <u>Desirable</u>	<u>Item</u> <u>Undesirable</u>
School Administrators	8	1	10	0
City Administrators	9	1	10	0

desirable one and 94.74 percent felt that it was either desirable or very desirable.

Of the city administrators surveyed all but one (1) felt that this activity was either desirable or very desirable.

From these figures it is apparent that:

- 1) The majority of the school and city administrators surveyed are in favor of having the school system hold in-service programs involving teachers, administrators, and community social agencies centered upon the solution of local school-community problems.
- 2) There is no significant difference between the attitudes of the school and city administrators surveyed in response to this item.

Examination of the responses to item 5L shows that in only 65 percent of the communities surveyed does the school system hold in-service programs involving teachers, administrators, and community social agencies centered upon the solution of local school-community problems (see Table XXXVII).

This activity (the school system holding in-service programs involving teachers, administrators, and community social agencies centered upon the solution of local school-community problems) is practiced in only 65 percent of the communities surveyed. This is so even though the activity is considered either desirable or very desirable by almost 95 percent of the school and city administrators surveyed.

TABLE XXXVII

NUMBER OF COMMUNITIES SURVEYED IN WHICH THE SCHOOL SYSTEM HOLDS IN-SERVICE PROGRAMS INVOLVING TEACHERS, ADMINISTRATORS, AND COMMUNITY SOCIAL AGENCIES CENTERED UPON THE SOLUTION OF LOCAL SCHOOL-COMMUNITY PROBLEMS

<u>Ten Largest Communities Surveyed</u>		<u>Other Communities Surveyed</u>	
<u>Yes</u>	<u>Percentage</u>	<u>Yes</u>	<u>Percentage</u>
5	50	8	80

Several administrators, both city and school, mentioned that lack of time was a factor in not implementing this practice as well as the other practices listed in this section.

Summary

In the items dealing with coordination of the work of the social agencies and the school it becomes apparent that most of the school and city administrators surveyed feel that these activities are desirable ones. In the majority of communities surveyed these activities are being carried out. These activities, however, are not being carried out in all of the communities in which school and city administrators consider them desirable.

The feelings of those city and school administrators surveyed, in regard to coordination of the work of the social agencies with that of the school, may be seen in some of the comments which were made during the interview session. Some of these comments follow and they will help to show what is planned and to explain why some activities are not carried out in all communities.

One city administrator felt that the Junior Chamber of Commerce in his community could supply the use of a building and office facilities for one person to whom people in need of help could call. This individual would then refer the person to the appropriate agencies which could help him. This city administrator said that in his community the problem was that no one knew which social agency was available for help.

A school administrator said that in his community the social agencies worked closely with the schools because both groups understood what the other was trying to do.

Two of the school administrators surveyed mentioned the excellent cooperation and good relations which exist between the social agencies and the schools in their communities. The reasons they gave for this cooperation and the good relations were: (1) that in one community many school people served on the boards of the social agencies, and (2) in the other community, one of the Assistant Superintendents attended monthly meetings with people from the social agencies and problems were talked over informally in this setting.

One of the city administrators mentioned that there was very little communication and cooperation on the part of the social agencies in his community. He mentioned a specific instance of the city deciding to use Peace Corps returnees to live and work with people in the slums. When the city was about to put these people on its payroll, the people from the United Fund said that they had already developed a program and were also about to implement it. As a result the city

had to stop its program because the United Fund wanted the program to be its own in order to get Federal funds for it.

Another school administrator said that there was no problem with the social agencies working with other units within the city. He said that problems came in working with the county agencies. According to this administrator, each of the county agencies had its own bailiwick and didn't want to be interfered with by other agencies.

Interaction Between City and School Administrators

The items in this section, questions six through nine, dealt with the number of times that city and school administrators, and their councils or boards, met to discuss common community problems. The respondents' replies to item 6 (How many times have the Board of Education and City Council met to discuss common community problems from September, 1965, to the present May-June, 1966?) are shown in Table XXXVIII.

TABLE XXXVIII

NUMBER OF TIMES THE BOARDS OF EDUCATION AND CITY COUNCILS IN THE COMMUNITIES SURVEYED HAVE MET TO DISCUSS COMMON COMMUNITY PROBLEMS FROM SEPTEMBER, 1965, to MAY-JUNE, 1966*

<u>Number of Meetings</u>	<u>Number of Communities</u>
0	6
1	5
2	4
3	2
4	1
5	0
6	1
7	0
8	1

*In only two of the communities surveyed did the entire City Council meet with the entire Board of Education. In all other instances representatives of the City Council and Board of Education met.

TABLE XXXIX

NUMBER OF TIMES THE BOARDS OF EDUCATION AND CITY COUNCILS, IN THE TEN LARGEST COMMUNITIES SURVEYED, HAVE MET TO DISCUSS COMMON COMMUNITY PROBLEMS FROM SEPTEMBER, 1965, TO MAY-JUNE, 1966*

<u>Number of Meetings</u>	<u>Number of Communities</u>
0	3
1	2
2	2 *
3	1
4	1
5	0
6	1

*In only two of the communities surveyed did the entire City Council meet with the entire Board of Education. In all other instances representatives of the City Council and Board of Education met.

TABLE XL

NUMBER OF TIMES THE BOARDS OF EDUCATION AND CITY
COUNCILS IN THE OTHER TEN COMMUNITIES SURVEYED
HAVE MET TO DISCUSS COMMON COMMUNITY PROBLEMS
FROM SEPTEMBER, 1965, TO MAY-JUNE 1966

<u>Number of Meetings</u>	<u>Number of Communities</u>
0	3
1	3
2	2
3	1
4	0
5	0
6	0
7	0
8	1

In one of the communities surveyed the Board of Education and City Council had met only once in the past nine years and this meeting dealt with the annexation of property.

In a large number of the communities surveyed, both city and school administrators said that it was impossible to find time to get both the Board of Education and the City Council together as a body. This was so because of the many commitments which members of each group had. City and school administrators did mention, however, that there were many informal contacts between members of the Board of Education and City Council. They felt that these contacts were important and provided as good an opportunity for exchanging information between both groups as would formal meetings of all members of the two groups.

In Table XLI the opinions of the city and school administrators are listed in answer to item 7 (Do you feel that they /Board of Education and City Council/ should meet together more often to discuss common problems?).

TABLE XLI

OPINIONS OF SCHOOL AND CITY ADMINISTRATORS SURVEYED
AS TO WHETHER THE BOARD OF EDUCATION AND CITY COUNCIL
IN THEIR COMMUNITIES SHOULD MEET TOGETHER MORE OFTEN
TO DISCUSS COMMON PROBLEMS

	<u>Ten Largest Communities</u>		<u>Other Ten Communities</u>	
	<u>Yes</u>	<u>No</u>	<u>Yes</u>	<u>No</u>
School Administrators	8	1	8	2
City Administrators	7	3	6	4

From these figures it is apparent that:

- 1) The majority of city and school administrators surveyed feel that the Board of Education and the City Council should meet together more often to discuss common problems.
- 2) There is no significant difference between the attitudes of school and city administrators surveyed in response to this item.

The responses to item 8 are listed in Table XLII. This item deals with the number of times that the City Manager or Mayor and the Superintendent of Schools have met to discuss common community problems from September, 1965, to May-June, 1966.

TABLE XLII

NUMBER OF TIMES THE CITY MANAGER OR MAYOR AND THE
SUPERINTENDENT OF SCHOOLS IN THE COMMUNITIES SURVEYED
HAVE MET TO DISCUSS COMMON COMMUNITY PROBLEMS FROM
SEPTEMBER, 1965, TO MAY-JUNE, 1966

<u>Number of Meetings</u>	<u>Number of Communities</u>
0	0
1 or 2	4
3 to 5	3
6 to 9	5
10 or more	8

TABLE XLIII

NUMBER OF TIMES THE CITY MANAGER OR MAYOR AND THE
SUPERINTENDENT OF SCHOOLS IN THE TEN LARGEST
COMMUNITIES SURVEYED HAVE MET TO DISCUSS COMMON
COMMUNITY PROBLEMS FROM SEPTEMBER, 1965,
TO MAY-JUNE, 1966

<u>Number of Meetings</u>	<u>Number of Communities</u>
0	0
1 or 2	3
3 to 5	2
6 to 9	2
10 or more	3

TABLE XLIV

NUMBER OF TIMES THE CITY MANAGER OR MAYOR AND THE
SUPERINTENDENT OF SCHOOLS IN THE OTHER TEN COMMUNITIES
SURVEYED HAVE MET TO DISCUSS COMMON COMMUNITY
PROBLEMS FROM SEPTEMBER, 1965, TO MAY-JUNE, 1966

<u>Number of Meetings</u>	<u>Number of Communities</u>
0	0
1 or 2	1
3 to 5	1
6 to 9	3
10 or more	5

In all of the communities surveyed the chief school and city administrators had met at least once and in many of the communities they had met at least five times.

Many of the administrators mentioned that these were informal contacts such as attending a Rotary or other service club meeting.

In only one community was there a negative comment in regard to this item. This occurred when the Superintendent of Schools said that the relationship between him and the Mayor was very poor. He claimed that the Mayor did not want to get together with him to talk over common community problems. He also claimed that the Mayor was mostly negative toward the schools and had "pet" projects and used a "unilateral approach."

In Table XLV the opinions of the city and school administrators are listed in answer to item 9 (Would more meetings have been beneficial in helping to solve the community's problems?).

TABLE XLV

RESPONSES OF SCHOOL AND CITY ADMINISTRATORS SURVEYED
AS TO WHETHER MORE MEETINGS (BETWEEN CITY AND SCHOOL
ADMINISTRATORS) WOULD HAVE BEEN BENEFICIAL TO SOLVE
THE COMMUNITY'S PROBLEMS

	<u>Ten Largest Communities</u>		<u>Other Ten Communities</u>	
	<u>Yes</u>	<u>No</u>	<u>Yes</u>	<u>No</u>
School Administrators	4	5	3	7
City Administrators	6	4	4	6

From these figures it is apparent that:

- 1) The majority of school administrators surveyed feel that more meetings with city administrators would not have been beneficial in helping to solve the problems in their community.
- 2) The majority of city administrators, in the ten largest communities surveyed, feel that more meetings with school administrators would have been beneficial in helping to solve the problems in their community.
- 3) The majority of city administrators, in the other ten communities surveyed, feel that more meetings with school administrators would not have been beneficial in helping to solve the problems in their community.

Summary

This chapter presented the results of the first nine items in the questionnaire. These items dealt with urban renewal practices, juvenile delinquency prevention programs, programs to coordinate the work of the social agencies in the community and benefits which were received from meetings between school and city administrators and meetings between City Councils and School Boards in the same community.

CHAPTER V

FINDINGS CONCERNING THE DEVELOPMENT OF BETTER COOPERATION AND COMMUNICATION BETWEEN THE LOCAL SCHOOL SYSTEM AND MUNICIPAL GOVERNMENT

This chapter contains the findings for the item concerned with suggesting ways to develop better cooperation and communication between the local school system and municipal government. These findings have been obtained from both the written responses to this item in the questionnaire and statements made during the interview.

City Administrators' Opinions

In three of the communities surveyed the city administrators mentioned that it was difficult to develop cooperation and communication with the school administrators because school and city boundaries were not coterminous. There was more than one school district serving these cities. These administrators recommended that school district boundaries be coterminous with city boundaries.

Many of the city administrators mentioned that cooperation and communication developed through informal contacts such as occur at Rotary, P. T. A., Kiwanis, and other service organizations. At the same time many of these same administrators mentioned that very often they would also call the school administrator in their community

to discuss mutual problems over the telephone. These administrators felt that time was an important factor and that time could be saved by calling rather than meeting with the school administrators.

In one of the communities surveyed there was a Professional Administrators Society which consisted of city administrators, school administrators and College Faculty. This group, which met once a month, consisted of approximately thirty (30) people. According to the City Manager, this was a good time for school and city administrators and College Faculty to communicate plans and programs to one another.

One of the city administrators surveyed said that it was not the number of meetings that were held that was important. He felt that what was important was that the activities suggested at the meetings be implemented. It was his feeling that in too many instances suggested activities were not implemented.

Three of the city administrators suggested that regular meetings of a joint city-school committee be scheduled once a month. This committee would not necessarily include the entire City Council and Board of Education, but members of both groups as well as the City Manager or Mayor and the Superintendent of Schools.

One of the City Managers said, "Communication and cooperation develop from mutual understanding among people concerned with a problem and also from the mutual understanding that problems of the school, or the city or the county are problems of all three agencies, not just one agency."

Another City Manager said that the good cooperation between school and city in his community was due to the stability of personnel in the school system. He mentioned that the present Superintendent of Schools had been in the community for more than ten years and that a former City Manager was now a member of the Board of Education.

Two City Managers cited the good relations which exist between the schools and the city in their communities. They both mentioned that the schools pay assessments for sidewalks and paving around the schools even though it is not required by ordinance that they do so. According to one of these City Managers, "When schools can do things that are beneficial to the city and vice versa, then cooperation and communication result." Some of the examples of this cooperation are listed below:

- 1) City use of schools and school land for recreation.
- 2) Use of school buildings for voting in elections.
- 3) Use of city voting machines in school elections for student government.
- 4) Use of schools for storage of voting machines.
- 5) Utilization of local government officials to speak to classes about city government,
- 6) Cooperative planning and expenditures in the development of school-park sites.

- 7) Use of school and recreation facilities by both the school and community with no rental charge.

One of the best ways of developing cooperation and communication was summed up by the City Manager who said, "Cooperation and communication develop slowly over a period of time as both the city and school people become aware of what can be accomplished for the community through cooperation."

There were also many negative comments about cooperation and communication. One City Manager said, "School administrators, at least many of those with whom I have come in contact, are not looking ahead at problems. They are not aware of a problem until it hits them." This City Manager felt that, of the school administrators whom he knew, many were not prepared to be administrators.

This City Manager said that he felt that education in his community had slipped a good deal due to the quality of teaching. He felt that there were many teachers in his community who had "one year's experience for fourteen years."

This same City Manager spoke of the "shockingly little time spent in the local Civics classes on the study of local government." He also said that the Board of Education had several times rejected, without any reason given, a booklet which had been prepared by the city for use in the schools about local government.

As an interesting sidelight, the Superintendent of Schools in this community said that he and the City Manager had a very good relationship with each other.

Another city administrator said that, in his community, relations between the schools and city had been poor in past years. He mentioned that at one time the schools took playground equipment inside during the summer and didn't let the city use it. He said that things had been changing gradually and that recreation had been one area in which cooperation had developed. He also said that he felt that this cooperation would spread to other areas.

In one community the City Manager and his assistant were quite outspoken in their criticism of the local school administrators. They said that cooperation between the schools and city government was poor. According to the assistant the split occurred a few years ago when the City Manager was asked not to speak to the local Civics classes as he had been accustomed to previously. According to the assistant the split had been heightened by the fact that the school district had asked for millage whenever the city had or vice versa, thus creating competition for limited funds. (This competition for funds was also mentioned by other city administrators as a source of conflict between city and schools in their communities.)

The administrator in this community gave some examples of things that caused conflict between the schools and the city. He said that a month prior to my meeting with him he had received a citizen

complaint about the condition of a school building which was being used for paint storage. The building had boarded up windows, was in run-down condition, and had high weeds in the yard. Even though he had called the complaint to the attention of the school administration, nothing had been done. He felt that eventually the city would have to condemn the building, tear it down and bill the school district, creating further animosity.

Another area of conflict, according to this administrator, was publicity. This City Manager said that City Hall and the City Commission meetings received excellent press coverage. He felt that the opposite was true of the Board of Education meetings, and the people were not informed of what went on in the schools. He went as far as to say that he wondered if this were not a deliberate action of the Board of Education. (This same complaint was made by one other city administrator in another community.)

This same City Manager said, "School people seem to feel that their responsibility ends when children leave school. They don't realize that other things affect children besides the time they are in class."

A city administrator in another community said, "The schools cooperate with the city as long as it doesn't cost them money and they don't have to assume added responsibility."

This city administrator mentioned some of the areas of conflict between city and school administrators in his community. He said

that the city paid for school crossing guards. There were 29 such crossing guards. An A. A. A. (American Automobile Association) survey revealed that only 14 of these guards were needed. When the City Council met and attempted to get rid of the extra guards, the P. T. A. filled the meeting room and exerted pressure on the Council to keep the 29 crossing guards. This city administrator felt that crossing guards should be paid by the schools rather than the city.

This administrator also felt that people should not have to pay both city and school taxes at City Hall. He said that he thought, because they pay taxes at City Hall, people felt that all their taxes went to the city. He would have preferred to have city taxes paid at City Hall and school taxes paid at the Board of Education offices. He felt that people would then be aware of the small share of the tax dollar which actually went to the city.

This city administrator also mentioned the problem of getting money for the city and pointed out that the schools had no problem getting millage passed because of threats to cut services and pressure from the P. T. A. He felt that the city should try the same idea of threatening to cut services if taxes weren't voted.

The school administrator in this community mentioned the very good relations between himself and his counterpart in city government. The city administrator, however, did not speak positively of this relationship.

In one community the city administrator declined to make any suggestions as to how school-municipal relations could be improved. He also made it clear that the schools were separated from the city and that the city did not control the schools. He seemed surprised at the idea of a study involving the school and city working together.

As an interesting note, in this community in which school-city relations seemed so negative, the Board of Education office is located on a city street which is paved all the way up to the edge of the Board of Education property. At this point the road becomes an unpaved dirt road.

A city administrator in another of the communities surveyed said:

Non-interference is considered to be a form of cooperation. As long as the city doesn't interfere with the schools, the schools feel that there is cooperation.

It is up to the schools to show that they want to cooperate with the city in various programs. The city doesn't ask the schools to cooperate because they haven't for such a long time. The first step should be on the part of the schools.

In another community surveyed the city administrator said that school administrators will have to learn to trim expenses. He mentioned, as an example, that carpeting is found in more school administrators' offices than city administrators' offices. He felt that the main barrier to developing cooperation and communication was the competition for the tax dollar on the part of the schools and cities.

A city administrator in another community suggested that one way to develop better cooperation and communication between the

school system and municipal government would be "a short course for educators in the total community responsibility of local government."

This same city administrator said that, in his community, the schools helped the city and supported city programs only when they were of direct benefit to the schools.

He also said that the city workers in his community had a great deal of animosity toward school people. The city workers were denied raises in pay because money was not available for them but when the school teachers asked for a raise, they received it from the Board of Education. This community had the highest school tax and the lowest city tax of any city of comparable size in Michigan.

This same city administrator said that he had suggested to the Board of Education that a community school program be instituted but they were opposed to it. He said that this program would not have cost the Board of Education any more than was being expended on education if funds were used wisely and money not wasted. He gave as an example of waste the school bus garage which had been recently built in his community. The garage had been built of facing brick and the city administrator said that the same structure could have been built from sheet metal at much less expense.

School Administrators' Opinions

Many of the school administrators surveyed felt that one way to develop better cooperation and communication between the school system

and municipal government was through the "Joint Committee" concept.

One of the school administrators surveyed put it this way:

The cooperation is very good. Our need is for time and personnel so that misunderstandings do not arise and that programs can be developed, implemented, and evaluated.

The "Joint Committee" concept is excellent. We need to broaden our coverage of areas of concern. Our "Joint Committee" has been in operation since about 1956. As a supplement to this approach, we need more "ex-officio" assignments to committees, etc.

In this community a member of the Board of Education was an ex-officio member of the Planning Commission. He was able to attend and speak at all meetings of the Planning Commission but did not have a vote. Administrators in other communities also mentioned that they either served on or worked closely with the Planning Commission.

The City Manager in this same community also met regularly with all department heads to discuss problems. The Superintendent of Schools was also invited to attend these meetings even though he didn't have a vote in the proceedings.

Some school administrators also mentioned that cooperation and communication developed through informal contacts such as at Rotary, P. T. A. and Kiwanis.

A school administrator in one of the other communities surveyed said that better cooperation and communication could be developed between the school system and municipal government if the City

Manager and Superintendent of Schools exchanged the information they had with their respective boards. This administrator felt that there was good communication between the City Manager and Superintendent of Schools but that there was a communication breakdown after that.

Another school administrator said that in the past, cooperation and communication had been based on needs. As needs arose cooperation and communication developed. This administrator felt that cooperation and communication should arise from frequent meetings but there was the problem of time. He said that some things that were very desirable were not being done because of a lack of time.

A school administrator in another community said that cooperation and communication broke down when one of the administrators felt insecure or felt that a particular task was outside his matrix of responsibility. This administrator went on to say that the City Manager in his community felt insecure. As a result he had developed a better relationship with the Assistant City Manager than with the City Manager.

A school administrator in another community said that cooperation and communication had developed over a period of years through a mutual understanding of one another's problems and from working with department heads at various levels.

Another school administrator had the same idea when he said, "We have good cooperation because of mutual respect and understanding at all levels."

In another community the school administrator said, "We usually don't involve ourselves with the city unless we are specifically asked to."

The school administrator in another community said that the best way to develop better cooperation and communication between the school system and municipal government would be to:

Get rid of the strong mayor system. We get along fairly well with the Council and planning bodies who have legislative functions - the two year term for the strong mayor system is also poor.

Our mayor has unilaterally expected us to "produce" or "develop" a "Flint-type" Community School program, without really looking at what we are doing in this direction and without true joint cooperative approaches.

This school administrator said that he felt that the schools had an extensive adult education program and that school facilities were used quite a bit so that the program was already close to that of a community school system.

This school administrator also said that he was able to work well with the city department heads even though he couldn't work with the Mayor. This situation is similar to the one described in the next paragraph.

In another community the school administrator said that one way of developing better cooperation and communication between the school system and municipal government was to work with the professional city workers such as the City Planner and Urban Renewal Director because they were aware of problems and were not running for election

every few years. He said the the Mayor in his community was politically motivated and did not readily cooperate with the schools unless it was beneficial to the city. He also did not feel that a good relationship between school and city could be developed in a city with a strong Mayor form of government.

Summary

Barriers to the development of better cooperation and communication between the school system and municipal government were listed by city administrators as follows:

- 1) School and city boundaries which were not coterminous,
- 2) Competition for a limited tax dollar,
- 3) Lack of time,
- 4) Feelings on the part of city administrators that Board of Education meetings were not adequately covered by the press.

City administrators mentioned the following as ways of developing better cooperation and communication between the school system and municipal government:

- 1) Informal contacts with school administrators at Rotary and other service clubs,
- 2) Telephone calls to school administrators,
- 3) Professional Administrators' Society,
- 4) Joint-Committee consisting of Board of Education and City Council members and city and school administrators.

- 5) Mutual understanding among people concerned with a problem,
- 6) Development of the awareness of what can be accomplished through cooperation,
- 7) Implementation of activities suggested at meetings between city and school administrators.
- 8) Stability of administrative personnel in a community.

In six of the twenty communities surveyed the city administrators spoke quite negatively of their relations with local school administrators. In two of these six communities there seemed to be a lack of awareness on the part of the school administrators as to the feelings of the city administrators about them.

School administrators felt that better cooperation and communication between the local school system and municipal government could be developed by:

- 1) Joint-committee concept,
- 2) School administrators who serve on or work closely with the local Planning Commission,
- 3) Informal contacts with city administrators,
- 4) Exchange of information possessed by school and city administrators with their Board or Council,
- 5) Working with city department heads at various levels,
- 6) Mutual respect and understanding at all levels.

The school administrators listed as barriers to better cooperation and communication between the school system and municipal

government the following:

- 1) Lack of time to meet with city administrators,
- 2) Feelings of insecurity on the part of certain administrators,
- 3) The strong Mayor form of government.

CHAPTER VI

SUMMARY AND CONCLUSIONS

Purpose of the Study

The purpose of this study was: (1) to present the attitudes of key school and city administrators in regard to greater school involvement in the solution of community problems in certain Michigan cities. and (2) to determine to what extent school systems in these cities are involved in these activities which include urban renewal, juvenile delinquency prevention programs, and programs to coordinate the work of the community's social agencies.

Method of Investigation

It was decided to use both a questionnaire and an interview to gather data. The questionnaire contained items to determine the attitudes of school and city administrators toward school involvement in urban renewal, juvenile delinquency prevention programs, and programs to coordinate the work of the social agencies in the community.

The purpose of the interview was to elaborate on the answers given to items in the questionnaire and to determine how cooperation could best be developed between school and city administrators.

A total of thirty-nine (39) interviews were held with school and city administrators in the twenty largest cities (exclusive of Detroit) in Michigan. These communities were: Ann Arbor, Bay City, Dearborn, Dearborn Heights, East Detroit, Flint, Grand Rapids, Jackson, Kalamazoo, Lansing, Lincoln Park, Livonia, Muskegon, Pontiac, Roseville, Royal Oak, Saginaw, St. Clair Shores, Warren and Wyoming.

Summary and Conclusions

- (1) What are the attitudes of key school and city administrators in regard to greater school involvement in the solution of community problems?

School and city administrators indicated that they felt that the schools should play an active role in the solution of community problems. While there was not unanimous assent to school involvement in all of the activities listed under the headings of urban renewal practices, juvenile delinquency prevention programs, and coordination of school and social agency activities, the majority of school and city administrators did feel that the school system in their community should be involved in all but three of the sixteen activities listed. The activities which were not favored by a majority of both school and city administrators included:

- a) The school system in cooperation with community agencies helping to relocate people affected by urban renewal. - The responses to this item can be seen in Table VII. From this table it can be seen that 45 percent

of the city administrators and only 21.05 percent of the school administrators favored school involvement in this activity.

- b) The school system advocating that segregation should not be reinforced in the relocation of people displaced by urban renewal. - The responses to this item are listed in Table VIII. From this table it can be seen that 57.90 percent of the school administrators and only 30 percent of the city administrators favored school involvement in this activity.
- c) The school system providing vocational training for the unwed mother while providing nursery care for her child. - The responses to this item are listed in Table XXIV. From this table it can be seen that 50 percent of the city administrators and only 36.84 percent of the school administrators were in favor of school involvement in this activity.

The majority of both school and city administrators favored school involvement in 81 percent of the activities surveyed. School and city administrators do feel that the schools should take an active role in the solution of community problems.

This means that key school and city administrators see the role of the school as an expanding one. The role of the school extends beyond the teaching of subject matter. Administrators see actual school

involvement in the solution of community problems as a desirable activity.

What are some ways that this feeling on the part of school and city administrators, to involve the schools in the solution of community problems, can be actualized? It would seem that, as a first step, consideration should be given to new approaches in the preparation of teachers and school administrators. One such approach would involve an internship which prospective teachers could serve with various social agencies in the community. This experience could be served simultaneously with the student teaching experience. Mornings would be spent in the school with the afternoons spent with various agencies such as the Welfare Department, the Police Department YMCA or YWCA, the Big Brothers or Big Sisters and other organizations. This internship would provide the prospective teacher with insights which could not be obtained in the school setting itself. It would provide the teacher with an awareness of some of the pressures and problems faced by the students in his class. He would be aware of some of the barriers to learning. It would give him insights as to the reasons why a student may be tired in class or not have his homework done. How can a student who comes from a large family, living in a few unheated rooms in substandard housing, coming to school without breakfast, be expected to perform at a high level? Yet, how many teachers are aware that such situations, and they are not isolated incidents in the urban area, do exist? With an intern experience with the social agencies, which would allow entry into the

homes, the prospective teacher would be aware of these problems. Being aware of the problems, would, hopefully, cause the teacher to react to, and encourage his students in such a way that they would get the greatest benefits from their schooling. Teachers who are unaware of some of the problems faced by their students will very often assign the tag of non-learner or uncooperative to students who do not meet their standards. Such tags often eventually lead to a self-fulfilling prophecy where the student does become a non-learner and eventually drops out or is forced out of school. Teachers aware of these problems could do much through their treatment of their students to prevent the high drop-out rate in the urban area. The end result of such an internship experience might be to produce more people who are capable of leading a self-sufficient life because they had teachers who were aware of their problems. This would be one step in ending the strangling cycle of poverty.

School administrators should be exposed to a similar internship experience for the same reasons. Consideration should also be given to having a core preparation program which would be taken together by prospective school and public administrators. Such a core could include topics such as Finance, Personnel Practices, and Internship. Internship projects which might be performed could include:

- a) tutorial projects in a school system in which prospective city and school administrators worked together.
- b) a survey of the financial capacity of a community to support city and school programs and

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- c) a study of the assistance available to low-income families in a particular community.

Many other projects, depending on the type of community, would also be available. These internships would provide opportunities for the prospective school and city administrator to participate in activities aimed at the solution of community problems. They would also provide him with a rich educational experience by involvement in the change process. The internship would also open up communication between prospective school and city administrators and the college and community at the same time that it was providing manpower assistance to community agencies. Perhaps the most important benefit to come from such an internship would be that these administrators-to-be would learn to work together. The fact that in their preparation they worked together to solve problems will make it easier for them to do so when they actually assume their leadership roles.

Another area needing change, if the school is to take a more active role in the solution of community problems, is curriculum. The author has been told by high school students in a project which he directs that, "Most of our education is irrelevant." This is not an isolated cry. Efforts should be made to produce a curriculum which would be relevant to the needs of the students and, at the same time, would allow the school to take a more active role in the solution of community problems. This could be done in the Social Studies area very easily. An example is to be seen in the Program of Community Service sponsored by the Mott

Institute for Community Improvement. In this program high school students from the Lansing area study the community by becoming involved with and providing a service to various community agencies. These students do surveys for the Human Relations Council, work with pre-school children, help agencies involved in the Model Cities Program and serve as assistants for State Legislators. Students in this program have commented to the author that they "get more out of this type of activity than out of any of our classes." At the same time they are providing a positive service to the community as they learn about it. Similar opportunities could be provided in areas of the curriculum such as English, Science, Math, Home Economics, Art, Music and Industrial Arts.

In English classes students could help other students in the same grade or a lower grade with their reading. High school students could serve as classroom aides for kindergarten classes. These aides could help the younger children with their reading and could serve as tutors. Other English students could provide a service to their neighborhood by publishing in cooperation with the Printing class a daily newspaper which would inform people of the daily news and events of importance in the neighborhood.

In Science, the students could perform services in the fields of conservation, city beautification, surveys of flora and fauna. The more advanced science students could serve as assistants to local scientists or laboratories to work on the solution of urban problems such as air

pollution. Again, the opportunity to provide a service and the relevance of what is being done would make these activities worthwhile.

In Math. the students could provide tutorial services for those in need of such assistance. The more advanced students could also help people in low-income neighborhoods by working with them on their budgets, by working with the neighborhood people in the area of consumer education, and by showing the people what a particular interest rate would mean in terms of actual cost. Again they would be providing a service to their classmates and the people in need of help in the community.

In the Home Economics area it would be possible for Home Economics students to provide day-care services for the children of working mothers or mothers who were going to school. This type of child care would give an excellent laboratory setting for the Home Economics program and again it would be the type of program which would provide a needed service to the community.

As part of their Art work students could make mobiles which would be provided to new mothers when they leave the hospital. These mobiles, suspended from the crib, would serve to stimulate the infant in examining his environment. Other art work could be provided on a free loan basis to hospitals to brighten up the wards and rooms. Again, the students would be able to provide a service to those in need.

In the area of Music it would be possible to take groups or individuals out to old age homes or to hospitals to provide musical entertainment for the patients. The students, again, would be providing a beneficial service to the community.

In the area of Industrial Arts it would be possible, working with the trade unions, to develop an apprentice-type program. The students in this program could get actual on-the-job experience and work to make repairs and help to construct new homes in the inner city. At the same time that they were providing a service to the community they would be helping to relieve a shortage of persons trained in the trades.

These are but a few of the ways that the curriculum could be changed to allow the schools to take a more active role in the solution of community problems.

Since there is a feeling that the schools should become involved in the solution of community problems consideration should be given to the idea of making the school the center in which certain social agencies would be located. This would bring the helping agencies in the community within reach of the people who need them most.

Such a practice will be implemented at the Williams School which is due to open in September, 1969, in Flint. This community school will have satellite social agency centers located within its four walls. These will include a clinic, a health center and a location where information can be obtained as to what agency can provide the services needed by people in the neighborhood served by the school. This is a school which will serve as a model for future schools. It has, even now, a Community Council which is very active in the decision-making process and is working to solve some of the problems facing the community which it represents.

This school also shows the close cooperation existing between school and city administration in Flint. Williams School is built on a school-park site. The area around Williams School is a city park. This land is available to the school for conservation education and recreation at the same time that it serves the entire city as a park. Williams School, in these activities and in other innovations such as differentiated teaching staff and better utilization of available space, will serve as a model for other schools to follow.

It would not be unrealistic to consider the activities listed in this section as the first steps in producing a very real school involvement in the solution of community problems.

- (2) How involved are schools in urban renewal practices, juvenile delinquency prevention programs, and programs to coordinate the work of the community's social agencies?

The schools are not involved to a great extent in the activities listed in the survey. In only eight of the sixteen activities listed in the survey were a majority of school systems involved. What is indicated by this study is that the desirability of a particular activity does not necessarily mean its implementation by the school system.

In the area of urban renewal practices the school system through its Board of Education and administration could provide a strong moral force in speaking out in favor of open housing and the rehabilitation of slum neighborhoods. It could also provide a facility in the urban renewal neighborhood which could provide housing information for

people being displaced by urban renewal. Unfortunately, not many of the school systems surveyed have been active in these areas

In the area of juvenile delinquency prevention programs the schools have done somewhat better, in terms of involvement, than they have done in urban renewal practices. In some schools a police counselor works hand-in-hand with the guidance department and administration. In many of the communities representatives of the school meet regularly with representatives of city government to develop programs to prevent juvenile delinquency. Vocational training and guidance and counseling services are provided by the school system for those who have run into trouble with the law to see that these people stay out of further trouble. The implementation of these practices, however, falls short of their desirability according to this survey.

The schools have become involved with the social agencies to the extent of having school representatives meet with social agency representatives to coordinate activities and advise the agencies of situations which might need investigation. One of the best ways for the schools to become involved with the social agencies would be through the type of program which is being inaugurated at the Williams School in Flint and is mentioned earlier in this section.

Another type of involvement on the part of the school would be to provide a community school environment in which not only basic education but a continuing program of cultural and sports activities would be available in the schools operating on a schedule of twelve or more hours a

day. In this setting social agency people could be readily available to the neighborhood to counsel residents in the areas of nutrition, child care, consumer education and so forth.

When school and city administrators were asked why activities which they considered desirable were not implemented they gave as the reasons for non-implementation a lack of funds, lack of personnel, lack of time and a desire on the part of certain school administrators to remain aloof from activities of a "political" nature.

These reasons, when looked at closely, come down to a lack of funds or a fear of having funds withheld. If funds are not available there will not be enough time or personnel for school involvement in all the activities suggested in the survey. A desire to remain aloof from activities of a "political" nature is due in many instances to a fear that funds will either be withheld or withdrawn if activities of a "controversial" nature are undertaken.

If an activity is desirable in terms of the expected outcomes funds should be made available for its implementation. At the present time the city feeds into the schools children who are handicapped by their environment. The schools in turn feed too many uneducated young people back into the city. What results is a cycle of poverty.

The cost of welfare benefits to support people living at a poverty level is staggering. According to the Social Services Bureau of Ingham County there are currently 900 families receiving A.D.C. assistance in the City of Lansing. It costs an average of \$3,840 a year to support

such a family. This amounts to a total expense of \$3,456,000 per year. Multiply this figure by the number of other comparable communities in Michigan and you have a tremendous amount of money being spent on welfare. Would it not be well to use a comparable amount of money to break this poverty cycle? Actually, such an effort might be less expensive in the long run as it would mean that less would need to be spent on welfare as the poverty cycle was broken.

Presently there are 7800 persons in prison in Michigan. According to the Michigan Corrections Department the average yearly cost of supporting a prisoner is \$2,902. This figures out to an annual expense of \$22,635,600. If, by becoming involved in juvenile delinquency prevention programs, the schools could cut down on the number of persons being incarcerated there would be a great savings to the state both in terms of money and talent not being wasted.

There should be a willingness to spend money on school programs which are desirable. Otherwise the money will be spent on continuing the poverty cycle instead of preventing it. It is not being recommended that these welfare funds or prison funds be cut. Rather, the recommendation is being made that money should also be spent on prevention. It is only in this way that the poverty cycle, so debilitating to society, will be broken.

- (3) How may cooperation and communication be developed between school and city administrators.

As mentioned earlier in this chapter school and city administrators do want school involvement in the solution of community problems. If

the schools are to become involved there will need to be cooperation and communication between school and city administrators.

City administrators have mentioned that the following are barriers to the development of better cooperation and communication between the school system and municipal government:

- a) School and city boundaries which are not coterminous,
- b) Lack of time to meet with school administrators.
- c) Competition for a limited tax dollar.
- d) Feelings on the part of city administrators that Board of Education meetings are not adequately covered by the press.

The city administrators felt that the two main barriers to cooperation and communication were boundaries which were not coterminous and competition for a limited tax dollar. The other two barriers mentioned above as (b) and (d) were not listed as often as were these two.

When school boundaries are not coterminous with city boundaries there are apt to be varying degrees of cooperation and communication between school and city depending upon the attitudes of the administrators involved towards such cooperation and communication. When boundaries are coterminous both city and school administrators have the same group of citizenry to whom they are responsible. They are more apt to work together in such a setting. On the other hand, when boundaries are not coterminous, each administrator does not answer to the same group. Also in many such cases the people living in the city itself will

pay a larger share of school expenses than seems to be justified by the number of students who live in the city but are in the school district which is not coterminous with the city. It is also harder for the city administrator to develop cooperation and communication with three to five school administrators in different districts serving the city than it would be for him to develop such cooperation and communication with the school administrator directing one school district which serviced the entire community.

None of this should be taken to mean that cooperation and communication cannot be developed in a community served by multiple school districts which do not have the same boundaries as the city. All that is meant is that such cooperation and communication are harder to develop in such a community than in one with school and city boundaries which are coterminous.

Competition for a limited tax dollar is a serious barrier to cooperation between school and city administrators. according to city administrators. Many of the city administrators, who were hostile to the school system, listed this competition for the tax dollar as the major reason for their hostility. City administrators mentioned that they did not have the same type of pressure group to back up their demands for expenditures as the school system had in the form of its PTA. These same city administrators felt that the schools were getting too great a share of the tax dollar. Some city administrators felt that they should threaten to curtail certain city services in order to get necessary tax

funds. They felt that this was the best type of pressure which they could exert to obtain funds.

It would be well to eliminate this competition by having school and city administrators work together to determine what their total expenses should be, and then support each other's budget request. This will only occur, however, after school and city administrators have developed an attitude of trust with each other by working together on other problems.

School administrators listed three barriers to the development of communication and cooperation with city administrators. These barriers included:

- a) Lack of time to meet with city administrators,
- b) Feelings of insecurity on the part of certain city administrators.
- c) The strong-Mayor form of government.

Lack of time to meet should not be considered as a serious barrier. If the nature of a problem is such that its solution is important, people should make time to work to solve the problem. Since both school and city administrators feel that the school system should take a more active role in the solution of community problems, each should make sure that time is available to see to this cooperative venture.

If an administrator is insecure in his position, he will not be very effective in his work. Lack of effectiveness leads to greater insecurity. This insecurity is a serious barrier to the development of effective cooperation and communication between administrators. Fortunately, this

barrier was mentioned by only one administrator.

The strong-mayor form of government seemed to be the most serious barrier mentioned by school administrators. The most open hostility between school and city seen by this reporter during this survey was in some of those cities with a strong-mayor form of government (This hostility was not evident in every city with a strong mayor form of government. In those cities in which the hostility was not evident the mayor had been in office for several years.) With the political nature of the mayoralty there is not necessarily the same type of administrative ability as would be possessed by a professional administrator - the City Manager. This administrative ability, however, does seem to develop when a political figure is in office over an extended period of time.

School and city administrators suggested that communication and cooperation could be best developed by:

- a) Informal contacts with each other at Rotary and other service clubs.
- b) Joint-committee concept.
- c) Professional Administrators' Society.
- d) Mutual respect and understanding among people concerned with a problem.
- e) Development of an awareness of what can be accomplished through cooperation,
- f) Implementation of activities suggested at meetings between city and school administrators.
- g) Stability of administrative personnel in a community.

- h) Working with and serving on City Boards, especially the Planning Commission.
- i) Exchange of information possessed by school and city administrators with their Board or Council.

While all of these suggestions have their merits there are a few which seem more important than the others. The suggestion which was in fact the one method used by most administrators was the informal contact at a service club. This method was the most popular because city and school administrators said that they belonged to many of these clubs - Rotary, Kiwanis, Elks, etc. - and regularly attended their meetings. The opportunity for communication was provided by these meetings and information was exchanged.

Another excellent method of developing communication and cooperation would seem to be the Joint-committee concept. This concept involves the regular meeting, at least once a month, of a committee made up equally of City Council and Board of Education members as well as the City Manager and the Superintendent of Schools. The purpose of this committee would be to develop goals to be sought and strategies to achieve those goals.

Another good method of developing communication and cooperation between the schools and the city would seem to be in having school administrators serve on various City Boards. In this way these Boards would be aware of the thinking of school people on issues dealt with by the Boards and the school people would become aware of the problems and issues facing the city administrators.

The other suggestions listed are all very important but implementation of the three discussed above is most important if cooperation and communication are to develop.

It is important that communication and cooperation be developed because their lack is often a major stumbling block in the search for practical solutions to problems. City government and school administration have many common problems which, if they are to be solved, will need to involve cooperation and communication.

Areas for Further Research

This investigation and its findings and conclusions have raised several questions which may suggest further research and study.

- (1) What effect, if any, will increased community control of schools have on greater school involvement in the solution of local problems and what effect will it have on the development of communication and cooperation between city and school administrators? Will community pressure force these administrators to work together more closely?
- (2) What new patterns of support are available for the financing of the public school system and city service?
- (3) What is the best way of implementing an interdisciplinary approach involving common internship experiences in the preparation of school and city administrators?
- (4) At what level of city government are the most important decisions being made? What is the real power of the Planning Commission in a community?

As would be expected, this study has answered some questions but the answers have raised other questions. It is important that further studies be made to seek answers to these questions. It would be well

to do a case study in one community to determine the manner in which school and city administrators work together for the good of the community.

The past few years have seen the burning and looting of Watts, Rochester, Newark, Detroit, and many other cities. If this country is to avoid further conflagrations of this nature a concerted attack on the problems of the city is necessary. This study suggests a first step in this attack. This step involves actual school involvement with community problems. The key school and city administrators in the community are desirous of having such school involvement.

Robert Kennedy summed up the attitude needed by people in leadership positions in his statement. "Some men see things as they are and say why. I dream things that never were and say why not." As long as men in key places feel this way the problems of the city are not hopeless.

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APPENDICES

APPENDIX A

**INTRODUCTORY LETTER SENT TO
SCHOOL AND CITY ADMINISTRATORS**

Mott Leadership Center
965 East Seventh Street
Flint, Michigan

May 12, 1966

Dr. Jack Elzay
Superintendent of Schools
Ann Arbor, Michigan

Dear Dr. Elzay:

I am doing a study to determine the feelings of City Managers, Mayors, and Superintendents of Schools regarding greater school participation in community activities. I would appreciate it very much if you would take the time to fill out the enclosed questionnaire.

Your replies will remain confidential. They will be reported simply as "___% of City Managers or School Superintendents answered _____ to question 1A, etc."

I will be telephoning you within a few days time to arrange for an appointment of about 15 minutes duration. At that time I will pick up the completed questionnaire and be very happy to hear any comments which you might have to make.

Thank you very much for your cooperation.

Sincerely,

Edward A. Sullivan
Mott Intern

EAS:rls

Enc. (1)

APPENDIX B

**QUESTIONNAIRE SENT TO
SCHOOL AND CITY ADMINISTRATORS**

1. By underlining one of the terms after each phrase please indicate your feelings as to the desirability for the school system in your community doing the following:

- A. Support, by means of a statement from the Board of Education, a program for the rehabilitation of slum neighborhoods. - very desirable - desirable - desirable in part - undesirable
- B. In cooperation with community agencies help to relocate people affected by urban renewal. - very desirable - desirable - desirable in part - undesirable
- C. Advocate that segregation should not be reinforced in the relocation of people displaced by urban renewal. - very desirable - desirable - desirable in part - undesirable
- D. In cooperation with urban renewal people help relocated people adjust to their new neighborhood by providing counseling services to them. - very desirable - desirable - desirable in part - undesirable

2. Has there been an urban renewal project in your city within the past three years? YES NO

If the answer to question 2 is YES please complete question 3.
If not, please go on to question 4.

3. In your city's urban renewal program did the school system:

- A. Support, by means of a statement from the Board of Education, a program for the rehabilitation of slum neighborhoods? YES NO
- B. In cooperation with community agencies help to relocate people affected by urban renewal? YES NO
- C. Advocate that segregation should not be reinforced in the relocation of people affected by urban renewal? YES NO
- D. In cooperation with urban renewal people help relocated people adjust to their new neighborhood by providing counseling services to them? YES NO

4. By underlining one of the terms after each phrase please indicate your feelings as to the desirability for the school system in your community doing the following:
- A. Plan cooperatively with the agencies of the city government to develop programs to prevent juvenile delinquency. - very desirable - desirable - desirable in part - undesirable
 - B. Have school representatives meet regularly (at least once a month) with representatives of the police, court, churches and other organizations working to combat juvenile delinquency. - very desirable - desirable - desirable in part - undesirable
 - C. In cooperation with city agencies (Park Department and Public Works Department) provide employment opportunities for school drop-outs and juvenile delinquents - very desirable - desirable - desirable in part - undesirable
 - D. Provide home counselors to work with families of juvenile delinquents. - very desirable - desirable - desirable in part - undesirable
 - E. Provide vocational training through an adult education program for school drop-outs, juvenile delinquents, and parolees. - very desirable - desirable - desirable in part - undesirable
 - F. Provide vocational training for the unwed mother while providing nursery care for her child. - very desirable - desirable - desirable in part - undesirable
 - G. Provide year-round pre-school programs similar to "Operation Head-Start" for children from low socio-economic families. - very desirable - desirable - desirable in part - undesirable
 - H. Provide in-school guidance and counseling services to the juvenile delinquent in cooperation with probation and parole officers. - very desirable - desirable - desirable in part - undesirable
 - I. Take an active part in the coordinating council, council of social agencies, or other over-all planning or coordinating community group. - very desirable - desirable - desirable in part - undesirable
 - J. Through school adjustment counselors advise community agencies of pupils with serious health, behavior, and family problems. - very desirable - desirable - desirable in part - undesirable

- K. Encourage the workers of social, welfare, and recreational agencies to attend school conferences to aid in the understanding and solution of adjustment problems. - very desirable - desirable - desirable in part - undesirable
- L. Hold in-service programs involving teachers, administrators, and community social agencies centered upon the solution of local school-community problems. - very desirable - desirable - desirable in part - undesirable
5. Does the school system in your community do the following:
- A. Plan cooperatively with the agencies of city government to develop programs to prevent juvenile delinquency? YES NO
- B. Have school representatives meet regularly (at least once a month) with representatives of the police, court, churches and other organizations working to combat juvenile delinquency? YES NO
- C. In cooperation with city agencies (Park Department and Public Works Department) provide employment opportunities for school drop-outs and juvenile delinquents? YES NO
- D. Provide home counselors to work with families of juvenile delinquents? YES NO
- E. Provide vocational training through an adult education program for school drop-outs, juvenile delinquents and parolees? YES NO
- F. Provide vocational training for the unwed mother while providing nursery care for her child? YES NO
- G. Provide year-round pre-school programs similar to "Operation Head-Start" for children from low socio-economic families? YES NO
- H. Provide in-school guidance and counseling services to the juvenile delinquent in cooperation with probation and parole officers? YES NO

- I. Take an active part in the coordinating council, council of social agencies, or other over-all planning or coordinating community group? YES NO
- J. Through school adjustment counselors advise community agencies of pupils with serious health, behavior, and family problems? YES NO
- K. Encourage the workers of social, welfare, and recreational agencies to attend school conferences to aid in the understanding and solution of adjustment problems? YES NO
- L. Hold in-service programs involving teachers, administrators and community social agencies centered upon the solution of local school-community problems? YES NO
6. How many times have the Board of Education and City Council met to discuss common community problems from September, 1965, to the present? - haven't met - once - twice - three times - four times - more than four times (if possible please give number _____)
7. Do you feel that they should meet together more often to discuss common problems? YES NO
8. A. (for City Managers and Mayors)
- How many times have you met with the Superintendent of Schools to discuss common community problems from September, 1965, to the present? - haven't met - met once or twice - met three to five times - met more often (if possible please give number _____)
- B. (for Superintendents of Schools)
- How many times have you met with the City Manager or Mayor to discuss common community problems from September, 1965, to the present? - haven't met - met once or twice - met three to five times - met more often (if possible please give number _____)

9. Would more meetings have been beneficial in helping to solve the community's problems? YES NO
10. Could you suggest one way to develop better cooperation and communication between the school system and municipal government?

APPENDIX C

**COMMUNITIES INVOLVED IN THE SURVEY
WHICH HAD UNDERTAKEN AN URBAN RENEWAL
PROGRAM IN THE THREE YEARS PRIOR
TO THE STUDY (MAY-JUNE, 1966)**

COMMUNITIES INVOLVED IN THE SURVEY
WHICH HAD UNDERTAKEN AN URBAN RENEWAL
PROGRAM IN THE THREE YEARS PRIOR
TO THE STUDY (MAY-JUNE, 1966)

Bay City

Lansing

Dearborn

Lincoln Park

Dearborn Heights

Muskegon

Flint

Pontiac

Grand Rapids

Saginaw

Jackson

St. Clair Shores

APPENDIX D

**COPY OF LETTER FROM ORIN NOLTING,
EXECUTIVE DIRECTOR OF THE
INTERNATIONAL CITY MANAGERS' ASSOCIATION**

THE INTERNATIONAL CITY MANAGERS' ASSOCIATION
Public Management--Management Information Service--Municipal Year Book

Institute for Training in Municipal Administration

Area Code 312 1313 East 60th Street - Chicago, Illinois 60637

February 16, 1966

Mr. Edward A. Sullivan
2901 Dupont Street
Flint, Michigan

Dear Mr. Sullivan:

In reply to your recent letter the Syracuse Report is entirely out of print and we have none left either. I suppose you have the University of Kansas and Lake Arrowhead Reports. It is possible that we might be able to loan you one of the two or three copies we have left on the Syracuse Report in which case it will be sent to you by separate mail and you can have a Xerox copy made of it if you like but be sure to return the loan copy. I shall be very much interested in the study that you are making. There is great need for more studies of this kind and I wish you every success. Let us be informed of your progress on it as you go along.

Sincerely yours,

(signed) Orin F. Nolting

Orin F. Nolting
Executive Director

OFN:js

APPENDIX E

COPY OF LETTER FROM
LOUIS KORNHAUSER, DIRECTOR,
FORD FOUNDATION GREAT CITIES GRAY-AREAS PROJECT,
DISTRICT OF COLUMBIA

PUBLIC SCHOOLS OF THE DISTRICT OF COLUMBIA
TWINING ADMINISTRATION ANNEX NO. 8
3rd BETWEEN N AND O STREETS, N.W.
WASHINGTON 1, D.C.

Director
Washington, D. C. Great Cities Gray-Areas Project

April 28, 1966

Mr. Edward A. Sullivan
2901 Dupont Street
Flint, Michigan

Dear Mr. Sullivan:

I will try to give answers to the three questions posed in your letter.

1. Examples of efforts expended towards improving school community relations:

a. Worked to build a bridge of understanding between the schools and local institutions of higher learning and education-related organizations

1) Masters Degree candidates in the Howard University School of Social Work conducted a study on parental participation

2) The American Language Institute, Georgetown University, gave demonstrations on second language techniques

3) The Center for Applied Linguistics is going to conduct a dialect study

b. Encourage participation at the grass roots level through involving parents in a workshop, room mothers groups, field trips, and other school related activities

c. Organized a council composed of representative officers from Project P. T. A. groups to discuss possible techniques for maximizing participation

d. Structured visits to schools in depressed areas for representatives from press, Junior League, League of Women Voters, D.C. Congress of Parents and Teachers

Mr. Sullivan

2

2. Re schools role in renewal, fight against crime and juvenile delinquency:

A goal of education is to change behavior. Certainly it must take a leadership role with students and community in the areas covered. It must play a continuing role through providing dynamic programs which have stronger student holding power; teaching civic responsibility and understanding through actual activities and experience; working with human relations councils, community youth groups, settlement houses, boys' clubs, etc.

3. How to improve relations

There is need for a lot less talk and lots more action. Schools will probably find they must be the one to initiate the action with the various community groups. They will need to do an increasingly better public relations job through direct contacts, dramatic publications, and through radio and T. V. presentations.

Every classroom teacher in every school will need to consider himself a school public relations officer. There will need to be a more aggressive move on the part of each principal and his staff to build understanding, insight, support, and participation in the particular community where the building is located.

It seems our best hope lies in intensifying our efforts at the grass roots level because it is precisely here that the problems are generated.

I hope this rambling is meaningful.

Yours sincerely,

(signed) Louis H. Kornhauser

Louis H. Kornhauser, Director
Language Arts Program for
Culturally Deprived Children

APPENDIX F

**SUGGESTIONS OF CITY AND SCHOOL ADMINISTRATORS FROM
INDIANA AND ILLINOIS FOR DEVELOPING BETTER
COOPERATION AND COMMUNICATION BETWEEN THE
SCHOOL SYSTEM AND MUNICIPAL GOVERNMENT**

**SUGGESTIONS OF CITY AND SCHOOL ADMINISTRATORS FROM
INDIANA AND ILLINIOS FOR DEVELOPING BETTER
COOPERATION AND COMMUNICATION BETWEEN THE
SCHOOL SYSTEM AND MUNICIPAL GOVERNMENT**

City Administrator - Indiana

Form coordinating council of school administrators, city planners, and government officials to exchange information and coordinate programs.

School Administrator - Illinois

De-emphasize the taxation problems each has. Emphasize the common source of support for all government resources and the common goal or purpose for all government services--the people, all the people!

School Administrator - Indiana

As problems of mutual interest and concern are identified, a basis is created for cooperative efforts to find solutions.

School Administrator - Illinois

I meet periodically, as the occasion warrants, with high-level municipal leaders to maintain a fairly close cooperative relationship with them. Our history has indicated that we need to be very discriminating about this relationship, as long as local politicians are so patronage conscious.

I believe that we must continue to hold such meetings and use this opportunity and such contacts to ameliorate the local politicians concepts with regard to the values, purposes and programs of the schools.

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