AN ADMINISTRATIVE ASSESSMENT OF THE CONSEQUENCES OF ADOPTING COMMUNITY EDUCATION IN SELECTED PUBLIC SCHOOL DISTRICTS

Thesis for the Degree of Ph. D.

MICHIGAN STATE UNIVERSITY

LARRY EDWARD DECKER

1971

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Major professor

Date September 9, 1971

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ABSTRACT

AN ADMINISTRATIVE ASSESSMENT OF THE CONSEQUENCES OF ADOPTING COMMUNITY EDUCATION IN SELECTED PUBLIC SCHOOL DISTRICTS

By

Larry Edward Decker

Today many innovations are being promoted and adopted in educational institutions, but as researchers have discovered, the consequence of adopting these innovations is little alteration in the structure and function of education.

Community education is an educational innovation being widely promoted and diffused. The promotional efforts are based almost entirely on the assumed benefits a community receives from its adoption. But there has been little systematic assessment of community education and almost none on the consequences of its adoption.

The purpose of this study is to assess and document the consequences of adopting community education as perceived by Regional University Community Education Center Directors and public school superintendents whose school districts have adopted community education and have been in operation over two years, but less than five years. The study was conducted in cooperation with the Charles Stewart Mott Foundation, Division of Training and Dissemination.

The study sampled two major populations involved in community education's implementation and adoption process: Regional University Community Education Center Directors (N = 11) and public school superintendents (N = 97).

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The questionnaire had three major sections. Section I is based on topic areas considered to be the consequences of adopting community education. Section II is devoted to rating local individuals and groups on their support for community education. Section III provides information on the type and size of community education programs and on sources of financial support.

The data was analyzed with the assistance of the Michigan State University, College of Education, Research Consultation Office. The statistical techniques used include a basic statistics program, univariate analysis of variance, multivariate test of equality of mean vectors and Spearman's coefficient of rank correlation.

The general findings of the study are:

1) There is no statistically significant difference between perceptions of Regional University Community Education Center Directors and public school superintendents on items identified to assess consequences of adopting community education. Both groups appear to perceive the same consequences of adopting community education.
2) The highest positive ranked consequence of adopting community education is the belief that school facilities are used to a greater extent. The lowest ranked consequence of adopting community education is the belief that school libraries have become community libraries.
3) There is no statistically significant difference between perceptions of Regional University Community Education Center Directors and public school superintendents on

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local individuals' and groups' perceived level of support for community education. Both groups appear to perceive the same support levels of local individuals and groups for community education.

4) The highest positive ranking group for support of community education is the school board. The lowest ranking group for support of community education is custodians.

5) There are diverse responses on the expressed major benefit of adopting community education. The highest percentage for the Regional University Community Education Center Directors is 27% on "involvement and participation of citizens in decision-making and community activities." The public school superintendents' highest percentage is 32% on the "expansion and improvement of programs and services."

6) The top four sources of financial support for community education in school districts sampled are 1) state government, 2) school district, 3) fees and charges and 4) federal government. Data show that rural school districts tend to allocate a greater percentage of their school district budget for community education than do suburban and urban districts.

7) In the opinion of the Regional University Community Education Center Directors, school districts between 5,000 and 10,000 students have the highest level of commitment and support for community education. The size and type of school district they perceived to have the lowest commitment and support for community

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education are large urban districts over 40,000 students.

8) Public school superintendents express a very high level of support for community education within their school districts. Ninety-eight percent of the superintendents would recommend that other school districts adopt community education.

AN ADMINISTRATIVE ASSESSMENT OF THE CONSEQUENCES OF ADOPTING COMMUNITY EDUCATION IN SELECTED PUBLIC SCHOOL DISTRICTS

By

Larry Edward Decker

A THESIS

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

DOCTOR OF PHILOSOPHY

Department of Administration & Higher Education
1971

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LARRY EDWARD DECKER

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ACKNOWLEDGMENTS

I would like to express my appreciation to those individuals and organizations who assisted in making my academic experiences more meaningful and enriched and to particularly emphasize their guidance and services in making this study a reality.

I am indebted to the Charles Stewart Mott Foundation for their support as a Michigan State University Mott Doctoral Intern during 1970-71. I enjoyed the discussions, interactions and professional contacts that I experienced with the numerous individuals at the Mott Leadership Center in Flint, Michigan and the opportunities to visit and evaluate the Flint Public Education System and the Flint Community Education Laboratory.

I would like to thank Douglas M. Procunier, Director, Training and Dissemination Division, Mott Foundation Projects. His personal support and professional encouragement will continue to be challenging.

I highly value the opportunity of getting to know my major adviser and doctoral committee chairman, Dr. Van C. Johnson. His humanistic qualities as an individual and his standards as a professional colleague are indeed refreshing to the spirit.

By his guidance in Community Education in the Mott

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Leadership Program and as a committee member, Dr. Clyde M. Campbell has made my educational experience stimulating and directed towards the future. I am most appreciative of his confidence and encouragement.

My discussions with Dr. Gunder A. Myran and his support as a committee member have been most valuable.

The academic environment at Michigan State University was most rewarding, providing contacts with may outstanding professionals, particularly the 1970-71 Michigan State University Mott Interns: Jim Coleman, Homer Kearns, Doug Lund, Gene McFadden, Jeff Moss, Arnold Munoz, Phil Sheridan and George Woons.

The assistance of all the Regional University Community Education Centers made this study possible. Both Larry L. Horyna, University of Oregon and Dr. Curt VanVoorhees, Ball State University provided insights and assistance in evaluating and refining the design and the research instrument for this study.

The services of the Michigan State University, Research Consultation Office were extremely valuable. I wish to thank Mary Kennedy for her extra efforts and assistance in writing computer programs and advising on the statistical analysis of the data.

I am especially proud of sharing my accomplishments with my wife, Virginia Ann, and I want to thank her for her most important of all contributions, "Love" and "Cooperation."

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CHAPTER I

STATEMENT OF THE PROBLEM

Introduction

Today, Americans are confronted with a world in which rapid change, far reaching in scope and significance, is imposing stresses and strains on established institutions.[1] As Peter Drucker and other scholars point out, educational systems are among those institutions which are most being challenged to change.[2] Education is besieged with pressures, both internal and external, to become more responsive to individuals' needs and desires and to be more relevant and accountable to the communities served. The tremendous size and financial resources needed by educational institutions mean that the pressures can only be expected to increase; and in fact, pressures are increasing at an accelerated rate.[3]

> A good many people, reflecting on our times, suggest that we are in the advanced stages of a revolution in

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[1]Alvin Toffler, Future Shock (New York: Random House, 1970).

[2]Peter F. Drucker, The Age of Discontinuity: Guidelines to Our Changing Society (New York: Harper & Row, 1968).

[3]Matthew B. Miles, "Educational Innovations: The Nature of the Problem," Innovations in Education, ed. Matthew B. Miles (New York: Horace Mann-Lincoln Institute of School Experimentation, Teachers College, Columbia University, 1964) p. 5.

> education. To support their case, these people point to an accelerated rate of change and consideration of change in educational practices that have occurred over the past eight or nine years. ...In addition to the evidence, recent and large financial support for the change of educational practice is flowing from both federal and private foundations.[4]

There is widespread recognition among educators that there are notable deficiencies and limitations in the content, organization and administration of education.[5] During the past decade, the process of change and innovation in educational institutions has been receiving increased attention. A national study ranked educational change as one of six categories for priority problem solving.[6]

Although there is major concern for educational change, it is said that there are many innovations, but very little change in education. Many new ideas are being promoted and adopted in educational institutions, but the consequence is little alteration in the structure and function of education.[7] Many educational innovations have been of a fad-like nature and have been adopted without much planning or thought as to whether the innovation is appropriate to a particular

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[4]Richard O. Carlson, Adoption of Educational Innovation (Eugene, Oregon: Center for the Advanced Study of Educational Administration, University of Oregon, 1965) pp. 2-3.

[5]Center for the Advanced Study of Educational Administration, Issues and Problems in Contemporary Educational Administration (Eugene, Oregon: University of Oregon, 1970) p. 2.

[6]Ibid., p. 11.

[7]Michigan Department of Education, Research Implications for Educational Diffusion, Major Papers presented at the National Conference on Diffusion of Education Ideas (East Lansing, Michigan, 1968) p. 10.

set of conditions or circumstances or to whether any particular way of implementation increases the chances for success. As Charles Silberman points out, very often educators have not been concerned with the consequences of educational practices.[8]

Adoption of innovations in an institution produces stresses and strains. Because the pressures on education to change are steadily increasing, administrators and educators cannot afford to add needlessly to the already great pressures. Change just for the sake of change or change as an experiment to see what happens may not lead to improvements in education and may have unfortunate results in both the school and the community it serves.[9] Change must be made responsibly and assessed in a planned, systematic manner if resources and time are to be most efficiently and effectively used. As John Gardner states, "Perhaps the most distinctive thing about innovation today is that we are beginning to pursue it systematically."[10]

The output of basic scientific knowledge is increasing. Many tools are available to aid administrators and educators

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[8]Charles E. Silberman, Crisis in the Classroom, The Re-Making of American Education (New York: Random House, 1970).

[9]Donald Klein, "Some Notes on the Dynamics of Resistance to Change: The Defender Role," Concepts for Social Change, ed. Goodwin Watson, Cooperative Project for Educational Development by National Training Laboratories, NEA, 1967, p. 26.

[10]John W. Gardner, Self Renewal: The Individual and the Innovative Society (New York: Harper and Row, 1964) p. 75.

in introducing and implementing innovations.[11] What is lacking is understanding of the processes of change and systematic assessment of the consequences of educational innovations.[12]

Everett Rogers and Nemi Jain state, "We have ignored the study of consequence variables which reflect the effects of innovation."[13] With few exceptions, past researchers have asked the question, What are the correlates of educational innovativeness? Their studies revealed that most innovative schools are characterized by greater wealth, higher expenditures per student, more cosmopolite school staffs, younger and larger professional staff, open climates, etc.[14] But the study of such dependent variables as innovativeness is not enough if educators are to fully understand the effects of change. Researchers need to try to explain the consequences of innovation in education. Whatever the innovation or alteration in the education system, the critical, but often untouched concern, is: Does the adopted change do what it is

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[11]Ronald G. Havelock, et al, Planning for Innovation Through Dissemination and Utilization of Knowledge (Ann Arbor, Michigan: Center for Research on the Utilization of Scientific Knowledge, University of Michigan, 1969) Sec. 1, p. 1.

[12]Everett M. Rogers and Nemi C. Jain, "Needed Research on Diffusion within Educational Organizations," Research Implications for Educational Diffusion, Major Papers presented at the National Conference on Diffusion of Educational Ideas (East Lansing, Michigan: March, 1968) p. 93.

[13]Ibid., p. 98.

[14]ERIC Clearinghouse on Educational Administration, Procedures for Managing Innovation (Eugene, Oregon: University of Oregon, 1970) Annalysis Series No. 7, p. 2.

supposed to do?

"A near-axiomatic statement is this: Educational innovations are almost never evaluated on a systematic basis."[15] Most educational decisions appear to be made in an intuitive manner. Decisions to implement, expand, or continue an innovation need to be based on more than intuition.[16] The increasing struggle for public funds will put a premium on demonstrated value received from programs. The consequences of an innovation need systematic analysis and the fact that the innovation does what it is supposed to do needs documentation.[17]

> The fact that consequences or effects of educational innovations are often difficult to isolate, control, and evaluate is another distinguishing characteristic of educational change. In agriculture, we readily can see the effects of a particular fertilizer within one growing season, while, in contrast, innovations in education often produce far less tangible evidence of their effectiveness.[18]

Everett Rogers and Lynne Svenning further state that because educational innovations are often inadequately field tested, inaccurate expectations for their effects are created.

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[15]Matthew B. Miles, "Innovations in Education: Some Generalizations," Innovation in Education, p. 657.

[16]Ibid., p. 658.

[17]Richard I. Miller, "Implications for Practice from Research on Educational Change," Research Implications for Educational Diffusion, Major Papers presented at the National Conference on Diffusion of Educational Ideas (East Lansing, Michigan: March, 1968) p. 174.

[18]Everett M. Rogers and Lynne Svenning, Managing Change Operation PEP, San Mateo County Board of Education, California, 1969, p. 23.

Lacking reliable and accurate information of the effects of an innovation, educational decision makers come to depend upon the reputations of its advocates as a basis for the adoption decision. As a result, many educational innovations are promoted rather than systematically diffused after careful testing.[19]

Need for the Study

Community education is an innovation being widely promoted and diffused. People involved in community education have formed a professional association, the National Community School Education Association; and as professionals, they speak of the community education movement. The Community Education Journal is one of the newest attempts to aid in the identification and communication of this educational innovation.[20]

For the past 35 years, the Charles Stweart Mott Foundation of Flint, Michigan has been a prime promoter of community education. In the 1960's, the Mott Foundation accelerated its efforts in community education. Regional and national promotion and dissemination have been a major focus since 1965. Eleven Regional University Community Education Centers composed the nucleus of a developing national network of Community Education Centers for Training and Dissemination

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[19] Ibid., p. 24.

[20] Community Education Journal (Midland, Michigan: The Pendell Company) Vol. 1, No. 1, February, 1971.

in 1970-71. During 1970-71, it is estimated that these Centers will have been primarily responsible for promoting and assisting 1300 local schools to adopt community education in over 300 school districts with a total financial contribution in excess of $20-million.[21]

Community education is no exception to the generalizations made concerning the assessment of the consequences of innovations. The promotional efforts are based almost entirely on the assumed benefits a community receives from adopting community education. Little systematic assessment has been done on community education and almost none on the consequences of its adoption.[22] A Community Education Research Symposium held April 13-14, 1971 at Ball State University emphasized the need for assessing the consequences and outcomes of community education.[23]

Purpose of the Study

The purpose of the study is to examine and compare perceptions of Regional University Community Education Center Directors and public school superintendents whose

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[21]Mott Foundation Projects Training and Dissemination Division, "Summary of 1969-70 Annual Report."

[22]Personal interviews with Douglas M. Procunier, Director of Training and Dissemination, Mott Foundation Projects, March 27, 1971; Dr. Marilyn Steele, Director of Planning and Evaluation, Mott Foundation Projects, March 27, 1971; and Dr. Clyde LeTarte, Executive Secretary, National Community School Education Association, March 28, 1971, Flint, Michigan.

[23]Institute for Community Education Development, "Community Education Research Task Force Reports," Mimeograph Report (Muncie, Indiana: Ball State University, April, 1971).

school districts have adopted community education. It tries to assess and document the consequences of adopting community education as perceived by these two groups. It provides information on the level of commitment and support for community education that is expressed by public school superintendents. The study documents perceived effects of adopting community education and determines the correlation between perceptions of Regional University Community Education Center Directors and public school superintendents from rural, suburban, and urban school districts.

This documentation should assist educational policy makers in evaluating the innovation by providing information on what might be expected should community education be implemented, continued or expanded. Experience shows that "change agents can facilitate adoption of an innovation by obtaining and disseminating data about the expected outcomes of the projected adoption."[24]

In order for public schools to rationally decide to adopt or reject community education, they need data on the expected and assessed consequences. School boards and school administrators who make decisions to adopt community education should know what results they can expect from adoption of this innovation.

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[24]Rogers and Svenning, Managing Change, p. 90.

Theory

Community education is a philosophical conception of a process whereby an entire community is served through the provision for all educational needs of all its members. This process brings together and uses the educational resources of a community (i.e., human, physical, and financial) to most effectively benefit people, both as individuals and as members of a community. The goal of community education is to develop a positive sense of community, to improve community living, and to enhance community self-actualization.

The basic tenets of community education are similar to those to which most educators subscribe:

1. The public school has a capacity for far greater impact on its community than it is currently making in educational services, leadership and facilities and has an obligation to explore these responsibilities.

2. Education should be made relevant to the community.

3. Each child is a gestalt requiring consideration of his total environment in his education rather than just his formal schooling.

4. Education is a lifetime process and the goals of education should be open to all members of the community.

5. Education is not just a dissemination of information or mastery of a subject, but it is as John Dewey says, "a reconstruction or reorganization of experiences and which increases ability to direct the course of subsequent experience."

6. Community is a feeling, not a physical boundary.

7. Problems of our time are solvable.

8. The common good of the community is the goal of all.

9. Ordinary people can influence solutions to problems

and are willing to commit themselves to such solutions.[25]

The broad consequences of the adoption of community education are assumed to be:

a) Community education encourages more cooperation and communication between school and community agencies and between school and businesses in the area.

b) The curriculum of the community school makes greater use of the existing community resources. There are more community resources brought to the school and more school programs taken into the community.

c) Community education provides more diverse opportunities to be of service to all ages.

d) School facilities are available for use by all community groups for all hours of the day, week and year.

e) The people in the community served are involved in the decision-making process on the types of programs and activities offered.

f) The community school is the catalyst in bringing about effective citizen participation and provides the leadership and staff for developing and coordinating processes for community involvement and improvement.

Definition of Terms

To avoid any confusion or misinterpretation, the following terms are defined:

adoption: a decision to continue full use of an innovation. This definition implies that the adopter is satisfied with the innovation.[26]

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[25]Jack Minzey, "A Report to the 15th Annual State Community Education Workshop," Flint, Michigan, October 28-30, 1970, pp. 2-3.

[26]Everett M. Rogers, Diffusion of Innovations (New York: The Free Press, 1962) p. 17.

change: any significant alteration in the status quo.[27]

planned change: any change which is intended to benefit the people or system involved and comes about through a deliberate process which is intended to make both acceptance by and benefit to the people or system being changed.[28]

innovation: any change which represents something new to the individual or system being changed; any product, process or practice not presently being used;[29] an idea perceived as new by the individual.[30]

change agent: a person who facilitates planned change or planned innovation;[31] a professional person who attempts to influence adoption decisions in a direction that he feels is desirable.[32]

diffusion: the process by which an innovation spreads; the spread of a new idea from its source of invention or creation to its ultimate users or adopters.[33]

community education: the philosophical concept of a process which serves the entire community by providing for all the educational needs and wants of all community members. It uses the local schools or some other agency to act as a catalyst in bringing community resources to bear on community problems in an effort to develop a positive sense of community, improve community living and develop the community process towards the end of self-actualization.[34] It is a process that involves people in the

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[27]Ronald G. Havelock, Janet C. Huber, and Shaindel Zimmerman, A Guide to Innovation in Education (Ann Arbor, Michigan: Center for Research on the Utilization of Scientific Knowledge, University of Michigan, 1969) p. 2.

[28]Ibid., p. 3.

[29]Ibid..

[30]Rogers, p. 13.

[31]Havelock, p. 3.

[32]Rogers, p. 17.

[33]Ibid., p. 13.

[34]Jack D. Minzey and Clarence R. Olson, "An Overview," The Role of the School in Community Education, Howard W. Hickey and Curtis Van Voorhees, eds. (Midland, Michigan: Pendell Publishing Company, 1969) pp. 31-32.

marshalling of human and physical resources to create an environment conducive to improvement in the quality of life of all citizens.[35]

community school: the usual vehicle for implementation of community education. The community school provides a facility for many of the programs of community education.[36]

consequence: a logical result or conclusion; inference; the relation of effect to cause.[37] The resultant effects of innovations that occur within the adoption system, as well as those effects between the adoption system and other related social systems.[38]

assessment: to set or establish an estimated value; a way or schedule of establishing estimated value.[39]

Research Questions and Hypotheses

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

Ho 1 There will be no significant difference between the mean scores of Regional University Community Education Center Directors and public school superintendents from rural, suburban and urban school districts on items included in the administrative assessment questionnaire on the consequences of adopting community education.

RQ 1 What items in the assessment of the consequences of adopting community education will have the highest and

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[35]Douglas M. Procunier, "What is Community Education," N.C.S.E.A. News, September, 1970, p. 3.

[36]Minzey and Olson, "An Overview," p. 33.

[37]Webster's New World Dictionary, College Edition (New York: The World Publishing Company, 1968) p. 321.

[38]Rogers and Svenning, Managing Change, pp. 13-14

[39]Webster's New World Dictionary, p. 88.

lowest mean ranking?

Ho 2 There will be no significant difference between the mean vectors on the rating of local supporters of community education as judged by the Regional University Community Education Center Directors and public school superintendents from rural, suburban and urban school districts.

RQ 2 What individuals and groups in the rating of local supporters of community education will have the highest and lowest mean ranking?

RQ 3 What will be the Regional University Community Education Center Directors' and public school superintendents' views on the major benefits of adopting community education?

RQ 4 What are the major sources of financial support for community education?

Rq 5 What will be the percentage of financial support allocated for community education when compared to the total school district budget?

RQ 6 How will the Regional University Community Education Center Directors rank the level of commitment and support for community education by type and size of public school district?

RQ 7 Will public school superintendents recommend the implementation of community education by other public school districts?

RQ 8 What will be the level of community education implementation within the public school districts sampled?

RQ 9 What will be the adoption levels by type of district and type of school?

General Design

Sample

The one sample population referred to as the Regional University Community Education Center Directors are the Directors of the eleven Regional University Community Education Centers supported by the Charles Stewart Mott Foundation during 1970-71. (See Appendix A)

Eight Regional University Community Education Centers were selected to nominate the public school superintendents. (See Appendix A) These Centers were selected after consultation with Douglas Procunier, Director of Training and Dissemination Division, Mott Foundation Projects because of the length of time the Centers have been in operation, i.e., over two years.

The eight selected Regional University Community Education Center Directors were asked to

a) Name all the school districts in their service areas which have adopted community education and have been in operation over two years but less than five years.

b) List the names and mailing addresses of the public school superintendents of these districts.

The Center Directors also gave their permission to have the introductory cover letter for the mailed questionnaire refer to their names and University Community Education Centers.

The total population of public school superintendents nominated was 104. A stratified sample was identified by

categories of rural, suburban and urban public school districts. The stratification was done because of assumed differences in the ease of implementation and adoption of community education in different types of districts.

> The urban community school which takes on a more controversial characteristic by participating in community development depends for its existence upon school administrators who can analyze and understand the communities they serve; and it also depends upon school policies which are flexible, so that school practices and school curricula can be deliberately varied from one area of the city to the next.[40]

Questionnaire

The questionnaire was developed, based on review of the pertinent literature on expected consequences of community education and on consultation with selected community education leaders.

The goals and procedures of the study were discussed and explained with the Regional University Community Education Center Directors. The questionnaire for the Directors was administered during a group meeting. The questionnaire for the public school superintendents was mailed, along with an appropriate letter and a stamped return envelope. (See Appendix B)

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[40]Robert J. Havighurst and Vernice L. Neugarten, Society and Education, 3rd ed. (Boston: Allyn and Bacon, Inc., 1969) p. 228.

Nature of the Data

The following data were gathered:

a) Responses to items on perceived consequences of adopting community education.

b) Rating of local supporters of community education.

c) Responses to items on commitment and support of community education.

d) Responses on size, type and financial support of the public school districts.

Analysis of the Data

The Michigan State University, College of Education, Research Consultation Office and selected professional researchers assisted in evaluating the proposed study design and recommended appropriate statistical techniques for data analysis. Their guidance and recommendations were incorporated in the study.

Statistical techniques used:

1) Basic statistics which provided mean, standard deviation and simple correlation squared.

2) Univariate Analysis of Variance for specific comparison of the total scores on assessment items.

3) Multivariate Test of Equality of Mean Vectors to determine the variance on perceived level of support by local groups and individuals for community education.

4) Spearman's Coefficient of Rank Correlation to determine the correlation of rankings and ratings.

Limits of the Study

Because of the Charles Stewart Mott Foundation's long-term support and funding of community education and leadership

training and preparation programs in Flint, Michigan, it is a fact that almost all community education experts are influenced by Flint training and/or experiences. Experience has shown that "when potential adopters can visit and actually observe the operation of innovations, it makes the diffusion easier."[41] All of the Regional University Community Education Center Directors have had training and experience in the Flint Community Education Programs.

Experience has also shown that innovations tend to develop in geographical clusters.[42] Because of the community education programs in Flint, school districts adopting community education are heavily concentrated in Michigan. Outside Michigan, because of the influence and promotion of the Regional University Community Education Centers, the school districts adopting community education tend to be clustered around the geographic location of the Centers.[43]

It was felt that the Regional University Community Education Center Directors were the most knowledgeable about the school districts and superintendents in their service areas because of the Centers' working relationships with the school districts and their administrators. Therefore, the criteria were established and the nomination of the population was left to the eight identified Regional University Community

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[41]Miles, Innovations in Education, p. 652.

[42]Ibid.

[43]Mott Foundation Projects, Training and Dissemination Division, "Summary of 1970-71 Annual Report."

Education Center Directors.

In assessing the consequences of adopting community education in selected school districts, the study was confined to the perceptions of superintendents because

a) The school superintendent is at the focal point in the decision process regarding innovations.[44]

b) The administrator may not be, and frequently is not, the original source of interest in a new program, but unless he gives it his attention and actively promotes it, it will not come into being.[45]

The results of a number of research studies conducted since 1960 have repeatedly shown the important role of school administrators in the change process for all phases and types of curriculum innovations.[46]

In the contemporary educational situation, the importance of the superintendent has also been given new emphasis. Included among his responsibilities are now

a) To understand the society in which the school operates -- its social systems and sub-systems -- and to strive to work out agreement with the other systems on allocation of functions.

b) To plan for development of the school system, encouraging innovation and evaluation.

c) To analyze the tensions in the community that affect the schools, and to work to reduce these

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[44]Carlson, Adoption of Educational Innovations, p. 10.

[45]Henry M. Brickell, Organizing New York State for Educational Change (Albany: New York State Education Department, 1961) p. 24.

[46]Allen Jay Klingenberg, "A Study of Selected Administrative Behaviors Among Administrators from Innovative and Non-Innovative Public School Districts" (unpublished dissertation, Michigan State University, 1967).

> tensions by assisting diverse groups to communicate with one another and to achieve a peaceful modus vivendi.[47]

Organization of the Study

This study is presented in four chapters in addition to Chapter I.

In Chapter II (Review of the Literature) publications and research studies that are relevant to the present study are reviewed.

In Chapter III (Design of the Study) the procedures used in selecting the sample populations are described, the steps followed in the development of the questionnaire are outlined, and the way in which the data produced by the questionnaire was organized and statistically analyzed is detailed.

In Chapter IV (Analysis of Data) the consequence variables of the study are described and the basic research hypotheses developed for the study are analyzed.

In Chapter V (Summary, Conclusion and Recommendations) a summary of the study is presented, conclusions are drawn, and recommendations based on the findings of the study and suggestions for further research are made.

The study is conducted in cooperation with the Mott Foundation, Division of Training and Dissemination.

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[47]Havighurst and Neugarten, Society and Education, p. 287.

CHAPTER II

REVIEW OF THE LITERATURE

The Place of Education

Education and the schools have played important roles in American history. Both have profoundly influenced the lives of people, but each of their roles and the strength of their influence have changed from period to period.

Since the settling of the first colonies, education has been part of the American way of life. Although educational opportunities have not always been free or equal for all citizens, people's belief in education has always been strong. A statement, made about the turn of the 19th Century, summarizes the American attitude toward education.

> Popular education and certain faiths about popular education are in the mores of our time. We regard illiteracy as an abomination. We ascribe to elementary book learning power to form character, make good citizens, keep family mores pure, elevate morals, establish individual character, civilize barbarians, and cure social vice and disease. We apply schooling as a remedy for every social phenomenon which we do not like.[1]

Not only is the belief in education an accepted fact, but state and federal education agencies have stated their faith

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[1]Myles Horton, "The Community Folk School," The Community School, ed. Samuel Everett (New York: D. Appleton-Century Company, 1938) p. 268.

in the American people and their ideas of education. Michigan's Department of Public Instruction's statement is typical of the governmental attitude in most states.

> WE BELIEVE that people in general, no matter where they are, want the best educational program for their children, youth and adults.
>
> WE BELIEVE that solutions to educational problems are to be found principally in the local areas rather than in state and federal offices.
>
> WE BELIEVE that people in local areas want facts; want to analyze them; want the "so-what's" of the facts; want to plan solutions; want to try out the solutions; and want to keep checking whether the best solutions have been found -- and we believe they can and will do so if given the opportunity.
>
> WE BELIEVE that communities want their state agencies to make technical advisers available upon request, to assist area study groups which may be formed.[2]

In writing about education, William Yeager points out its close knit relationship in the process of living.

> As the eye cannot get along without the hand, neither can the school without the home, nor the school and home without the community. Each becomes necessary to the welfare of the others; all must work together in the interests of childhood and of desirable living for all men in every community. Although the leadership belongs to public education, the responsibility belongs to all.[3]

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[2]Bess Goodykoontz, "Selected Studies Relating to Community Schools," The Community School, the Fifty-Second Yearbook of the National Society for the Study of Education, Part II, ed. Nelson B. Henry (Chicago: University of Chicago Press, 1953) p. 66.

[3]William A. Yeager, Home - School - Community Relations (Pittsburgh: University of Pittsburgh, 1939) p. 3.

The Community

In an urban society, the use of the term community has changed, and it has a less precise definition than it once had. As defined in one research project concerned with rural communities,

> a community is a population aggregate, inhabiting a contiguous delimitable area, and having a set of basic service institutions; it is conscious of its local unity and is able to act in a collective way to solve or try to solve, its problems.[4]

While this definition might be applicable in rural and small town, it does not adequately describe a community in other settings, i.e. urban, regional, state, national or international. In these settings a geographical definition does not accurately describe a community. A broader definition is necessary. As John Dewey visualized a community,

> Men live in a community by virtue of the things which they have in common; and communication is the way in which they come to possess things in common. What they must have in order to form a community or society are aims, beliefs, aspirations, knowledge -- a common understanding -- likemindedness as the sociologists say ....[5]

Defined in terms of communication and common interests, an individual, a school or an area may be a member of several communities. For the purposes of this study the following

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[4]Maurice F. Seay and Ferris N. Crawford, The Community School and Community Self Improvement: A Review of the Michigan Community School Service Program, July 1, 1945 to October 1, 1953 (Lansing, Michigan: Clair L. Taylor, Superintendent of Public Instruction, 1954) p. 27.

[5]John Dewey, Democracy and Education (New York: MacMillan Co., 1916) p. 5.

definition will be used: "The community, in any of its diverse varieties, is actually or potentially an arena of social communication and social participation."[6]

Relationships Between School and Community

While the fact that education and the community should be related has been well accepted, there are different points of view as to the actual relationship between the school, as the formal educating institution, and the community. The history of education may be viewed as a continuing contest of forces favoring a close relationship between the community and the school and forces favoring a separation of the school from the community. Three distinct relationships have evolved out of this contest.

In what is called the traditional relationship, the school is separated from the community. The school is viewed as having only the highly specialized job of training children's minds and teaching them intellectual and vocational skills. Emphasis is placed upon school subjects, and academic ability is the only measure of a child's success. Teachers are expected to be expert in their subject-matter fields and in teaching methods.

The so-called "four-walls" school is an example of the implementation of the traditional view of education. The

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[6]Howard W. Beers, "American Communities," The Community School, The Fifty-Second Yearbook of the National Society for the Study of Education, Part II, ed. Nelson B. Henry (Chicago: University of Chicago Press, 1953) p. 29.

"four-walls" school:

> focuses attention upon doing the best possible job of teaching every boy and girl who comes into the school, whoever he is, whatever his color, nationality, or IQ. It minimizes any activities which might "distract" school personnel from this task. It means making clear to parents and interested citizens that the schools are run by professionals who know their business and who do not need help from other people in the community. It means keeping the schools out of local politics.... The community outside the school is regarded as introducing problems of undesirable complexity for school personnel, and the attempt is made to keep the boundary between the community and school clearly defined and respected lest tensions arise to interfere with school operations.[7]

In debating the role of the school, Arthur Bestor expresses the traditional view.

> If the nation is to survive and remain strong, we must have an education system that is thoroughly up-to-date. The way to bring our public schools up-to-date is not to experiment with substitutes for intellectual training, but to find ways of teaching the fundamentals more thoroughly than ever before, and to an ever-increasing proportion of all the students in our schools. Our object, after all, is to produce educated men and women, not to reward our youngsters with a diploma for merely growing up.[8]

Another possible relationship between the school and the community is what has been called the progressive school. The school is a simplified model of the community and the child learns how to live as an adult by first learning to live within the school community.

John Dewey's laboratory school was based on this school-

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[7]Havighurst and Neugarten, Society and Education, pp. 229-30.

[8]Ibid., p.222.

community relationship. In describing his conception of the school, he said:

> ... you will remember that a school has a corporate life of its own; that whether for good or bad, it is itself a genuine social institution - a community .... When the school introduces and trains each child of society into membership within such a little community, saturating him with the spirit of service and providing him with the instruments of effective self-direction, we shall have the deepest and best guarantee of a larger society which is worthy, lovely, and harmonious.[9]

A third possible relationship has been labeled the community school. The relationship between the school and the community is the closest possible. The school operates directly as an agent for community betterment; and its pupils, both children and adults, take part in community activities. The community school has two distinct characteristics:

1) Service to the entire community, not merely to children of school age.

2) Discovery, development, and use of the resources of the community as part of the educational facilities of the school.[10]

The two following quotes are examples of the expression of this view of the school and community:

> The educative influence of the community upon the individual is apparent. This influence includes all agencies and institutions with which the individual comes into contact. The learning the individual acquires in the community may be more satisfying, more penetrating and more lasting than that which occurs in the classroom. Hence, learning is not something that starts and stops

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[9] Ibid.

[10] Seay and Crawford, The Community School and Community Self-Improvement, pp. 13-14.

when the school bell rings.[11]

> Education is too important to be left to the educator - also education is too complex to be left to lay citizens - citizens and professionals have tended to share the leadership function in establishing and implementing policies for education. What the citizens can do best is found in the area of setting social and educational purposes and of weighing alternatives and consequences. Citizens serve as a communication bridge between professionals and the community and provide feedback from the community environment as a basis for planning.[12]

The following quote clearly distinguishes the fundamental differences between the three types of schools:

> The traditional school teaches children to know, define, and catalog information through its logically organized, orally learned curriculum. The progressive school adds comprehension of what they had learned as a new dimension for the education of young people and is further concerned to permit the self-expression of each child. However, it is important to know how to utilize information as well as define and comprehend. It was out of this need that the community school came into being... with this approach education is guided discovery and problem solving, not rote memorization.[13]

Possible Sources of Confusion

A review of the literature brings to light confusion between the terms community education and community schools. In some instances the two terms seem to be used interchangeably

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[11]Ernest O. Melby, "Needed: A New Concept of Educational Administration," The Community School and Its Administration, Vol. III, No. 11 (July, 1965).

[12]Fred W. Totten and Frank J. Manley, The Community School: Basic Concepts, Functions and Organization (Galien, Michigan: Allied Education Council, 1969) p. xxiv.

[13]Frank J. Manley, Bernard W. Reed, and Robert K. Burns, The Community School in Action: The Flint Program (Chicago: The University of Chicago Press, 1961) p. 5.

while in others, community education and community school are quite distinct.

Although the term community school is the older, more widely used term and is often used in the literature in referring to the philosophy, some writers are concerned that its implication is too narrow and feel that

> It is probably desirable that the word school be abandoned entirely, and education substituted for it. The term school has been employed traditionally in a highly restricted sense. It implies an emphasis on intramural activities designed primarily to satisfy the specific individual and social needs of the immature. The term education will designate more appropriately a dynamic social function designed to meet the more inclusive individual and social needs of all persons at any stage of their development.[14]

In this study, the term community education will be used to mean the philosophy and the term community school to mean the agent by which the philosophy is implemented and put into practice.

Another possible source of confusion is pointed out by John Dewey in his preface to Elsie Clapp's book. Although he wrote about progressive education, by analogy what he said is equally true of community education.

> The confusion in public discussion of educational problems does not arise from using "progressive education" instead of "new education" or vice versa. It arises from using these designations as if they were proper names, denoting a singular entity...I shall use the designation "progressive education" and the

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[14]Paul J. Misner, "A Community Education Center," The Community School, ed. Samuel Everett (New York: D. Appleton-Century Company, 1938) p. 51.

"progressive education movement" as common names, that is a convenient linguistic means of referring to a whole complex of diversified movements and efforts to improve the practice and theory of education.15

Community Education

Community education is not a fad or a passing fancy. It is not even new. It is an eclectic philosophy that combines many desirable features of educational movements of the past and present into a concept of education that is sound and permanent. This conception of education is built upon a conscious choice between a number of educational and social issues.

All life is educative	vs.	Education is gained only in formal institutions of learning
Education requires participation	vs.	Education is adequately gained through studying about life
Adults and children have fundamental common purposes in both work and play	vs.	Adults are primarily concerned with work and children with play
Public school systems should be primarily concerned with improvement of the social order	vs.	School systems should be primarily concerned with passing on the cultural heritage
The curriculum should receive its social orientation from major problems and areas of community living	vs.	The curriculum should be oriented in relation to the specialized aims of academic subjects

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15Elsie R. Clapp, The Uses of Resources in Education (New York: Harper and Brothers, 1952) pp. vii-viii.

Public education should be founded upon democratic processes and ideals	vs.	The belief that most children and most adults are incapable of intelligently either running their own lives or participating in common group efforts
Progress in education and community living best comes through the development of common concerns among individuals and social groups	vs.	Progress best comes through the development of clear-cut social classes and vested interest groups which struggle for survival and dominance
Public schools should be held responsible for the education of both children and adults	vs.	Public schools should only be responsible for the education of children
Teacher-preparatory institutions should prepare youth and adults to carry on a community type of public education	vs.	Such institutions should prepare youth and adults to perpetuate academic traditions and practices [16]

Community education has concerns beyond the training of literate, economically efficient citizens who reflect the values and processes of a particular social, economic or political setting. In addition to these traditional educational tasks, it is directly concerned with improving all aspects of living in the community in the broad meaning of community ... the local, state, regional, national and international community. Community education endeavors to enrich the homes and neighborhoods in an effort to improve the learning of youth. Within the philosophy is the

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[16] Samuel Everett, "An Analysis of the Programs," The Community School, ed. Samuel Everett (New York: D. Appleton-Century Company, 1938) pp. 435-457.

acceptance of the premise, "If it is true that the cultural climate controls behavior, then it is the role of (community education) to attempt to improve the cultural climate at the same time that it educated the children."[17]

For a community to successfully adopt community education, it is necessary that the great majority of individuals within the community approve the large social values implicit in the following theses:

a) The potential evils of a technological civilization can be transformed into human assets only if the cooperative creation of community-life patterns within which socially significant growth of personality is guaranteed to all persons.

b) When education functions as a dynamic social activity, it represents the most appropriate means by which the processess and institutions of democracy can be perpetuated and extended.

c) To be realistic, education must seek learning situations within the activities and problems of community life.

d) The concept of educational administration must be reconstructed and extended to the end that it becomes a critical factor in the formulation and execution of broad social policy.[18]

The above values and choices are implicit in the National Community School Education Association's 1968 official statement of policy:

> (Community education) is a comprehensive and dynamic approach to public education. It is a philosophy that pervades all segments of education programming and directs the thrust of each of them towards the needs

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[17]Clyde M. Campbell, The Community School and Its Administration, Vol. I, No. 7 (April, 1963).

[18]Misner, "A Community Education Center," pp. 53-58.

> of the community.... (It) affects all children, youth and adults directly or it helps to create an atmosphere and environment in which all men find security and self-confidence, thus enabling them to grow and mature in a community which sees its schools as an integral part of community life.[19]

The implementation of the community education philosophy does not result in a program or even a series of programs. It results in

> a process whereby communities become involved in their own problems and needs. It does not do things for people but through people ... a process that is continuous and changing over the life span of a community's efforts and somewhat different in every community.[20]

Community education is not limited in its application. It is applicable to any community, rural, suburban or urban and

> whether community life is deteriorating or developing (because) the purpose of community education is to arouse and give direction to community self-help that will spur a steadily broadening economic and cultural development.[21]

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[19]National Community School Education Association, "Philosophy of Community Education," Second Annual Directory of Membership, p. 6.

[20]Curtis Van Voorhees, "The Community Education Development Center," The Community School and Its Administration, Vol. XII, No. 3, (November, 1968).

[21]Willard W. Beatty, "The Nature and Purpose of Community Education," Community Education: Principles and Practices From World Wide Experience, The Fifty-Eighth Yearbook of the National Society for the Study of Education, Part I, ed. Nelson B. Henry (Chicago: The University of Chicago Press, 1959) p. 12.

The Community School

Although the theory of community education recognizes many educative institutions in a community and does not single out any one of them as more important than the others, the focus of attention has fallen on the public schools. Community education is most often implemented through a community's schools. It is because community education is a dynamic changing process and because the schools have a unique position in the community that they have become the philosophy's implementation agents.

While William Yeager is not writing about community education, he adequately describes the adaptable nature of the school's position.

> Although the public school is but one of many influencing educational institutions, it performs for society a unique function. This function is that of formal education in contrast with the incidental educational nature of other social institutions. Thus, the public school may be said to be an educational supplement for childhood designed to perform those educational tasks which no other social institution is performing or which are being performed inadequately. Since democratic society tends to be dynamic, the school must be ready to assume desirable educational functions which have been abandoned by other social institutions, and to inaugurate other educational activities which may in time be assumed by other social institutions or absorbed by a new educational process.[22]

The public school's educational position is not the only reason it is the ideal agent to achieve the purposes of community education. It has become the implementation

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[22]Yeager, Home - School - Community Relations, p. 21.

agent also because

> ...the public school has played the traditional role of common denominator in our society, and today is an institution truly representative of all classes, creeds, and colors; the physical plants of the schools, representing a huge community investment, are perfectly suited for community recreation and education and the use of these facilities eliminates the need for a costly duplication of facilities; the schools are geographically suited to serve as neighborhood centers for recreation, education and democratic action and by their nature are readily accessible to every man, woman, and child....[23]

Because it can extend itself to all people, the public school can marshal forces in the community and can provide leadership in mobilizing community resources to identify and solve community problems. Hence, the community school serves as a catalytic agent in the community. It becomes "a unifying force of the community rather than merely a social institution in the community."[24]

It is generally agreed that

> a community is one which serves people of all ages throughout the day and year; which helps them learn how to improve the quality of personal and group living; which organizes the core of the curriculum around the major problems they face; which uses the inquiry method of teaching and through it uses all relevant learning resources of the community as well as of the library and classroom; and which is planned, conducted,

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[23]C. S. Harding Mott, "The Flint Community School Concept As I See It," Journal of Educational Sociology (Vol. 23, No. 4, 1959) p. 141.

[24]Paul R. Hanna and Robert A. Nashlund, "The Community-School Defined," The Community School, The Fifty-Second Yearbook of the National Society for the Study of Education, Part II, ed. Nelson B. Henry (Chicago: The University of Chicago Press, 1953) p. 55.

and constantly evaluated by school and community people together, including youth still in school.[25]

In order to accomplish the goals of community education, educational opportunities for all citizens and community improvement through self-help programs, the community school must

a) Help develop a sense of community within the social group.

b) Also help the group develop the skills of community process.

c) Be a community itself and exemplify the community process in its adult and pupil relationships.

d) Utilize community activities and problems in its program and take the school group into community life for the mutual benefit of both school and community.

e) Personify the authority of the community, serving the total community.

f) Supplement its own authority using various experts in the community as resource people whose lay expertness is integrated with the school's efforts by the corps of expert teachers on the staff.

g) Develop the judgmental process so that it is primary to a large extent for pupils and to a certain extent for adults.

h) Not identify itself only with the immediate community, since the "rules of the game" which structure the local community are but a reflection of regional and national patterns and are not the private property of the local community.[26]

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[25]Edward G. Olsen, "The Community School: Pattern for Progress," a mimeograph of an address delivered at the Conference on Community Education for School Board Members and School Administrators, Southwest Region, Arizona State University, Tempe, Arizona, March 7, 1969

[26]Milosh Muntyan, "Community School Concept: A Critical Analysis," The Community School, The Fifty-Second Yearbook of the National Society for the Study of Education, Part II, ed. Nelson B. Henry (Chicago: University of Chicago Press, 1953, p. 47.

Paul Hanna and Robert Nashlund describe a community school by listing the implementing criteria for a community education agent.

a) The community school is organized and administered in a manner which would further actions in the light of the commonly accepted beliefs and goals of the society in which it operates.

b) Community members and school personnel cooperatively determine the community school's role in attacking problems and thus plan its curriculum.

c) Community members and school personnel alike function in seeking community problems for study and serve cooperatively in sensitizing the community to them.

d) The community school is but one of many agencies, independently attacking some problems, serving as a coordinating agency in other situations, and participating as a team-member in still other circumstances.

e) The community school uses the unique expertness of all community members and agencies as each is able to contribute to the program of the school and, in turn, is utilized by them as it can contribute to their efforts, all in the common cause of community betterment.

f) The community school is most closely oriented to the neighborhood and home community; nevertheless, solutions to local problems are sought not only in relation to local goals and desired but also in the light of the goals and desires of each wider community.[27]

A program labeled <u>The</u> Community-School Program does not exist. Each community school's program "is at once a transitional program to meet special needs and a comprehensive

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[27]Hanna and Nashlund, "The Community - School Defined," pp. 59-61.

program...."[28] Intrinsic to the concept of the community school is the fact that

> ...these schools should be as widely diverse in their aims, goals, programs and curricula as the communities they serve. This very diversity ... is one factor that forges a common bond to all community schools. Different as the schools themselves may be, they reflect the community, its self-concept, its future plans, its problems, its will to change.[29]

Although the programs of community schools differ widely, most combined to some degree the four basic areas of community education: the community-centered curriculum, the vocations-centered curriculum, the community-centered function and the community-service function.

1. The community-centered curriculum. The community is considered as a resource for enriching the school program. For example, field trips, speakers, hobbyists.

2. The vocations-centered curriculum. This area is similar to the first one, but it stresses the community as a resource to give vocational and work experience to public school students. Business and industry are often involved in designing the curriculum, providing employment and job counseling services, and offering adult classes for job training or retraining.

3. The community-centered function. The physical facilities of the schools are used by various groups. The facilities lend themselves to cultural and recreational programs, extended library services, meeting rooms for public forums, adult education classes, community suppers and many other functions.

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[28]Lewis E. Harris, "Community Schools: Motivating the Unmotivated," Community Education Journal, Vol. 1, No. 2 (May, 1971) p. 17.

[29]Barbara Hunt, "An Introduction to the Community School Concept," Field Paper No. 20, Northwest Regional Educational Laboratory, Portland, Oregon, p. 1.

The emphasis here is primarily on community use of the school, not school-community involvement.

4. The community-service function. Emphasis is placed upon school-community involvement to improve living in the community. The school still plays the role of community center described above, but the use of physical facilities is coordinated and planned. The most significant feature of this area is that parts of the curriculum focus on community problems with the common goal of achieving better living.[30]

A community school program can also be divided into functional areas. In his taxonomy of community service functions, Max Raines divides a program into:

I. Personal Development Functions - Those functions and activities primarily focused upon individuals or informal groups of individuals to help them achieve a greater degree of personal self-realization and fulfillment. This category includes the following functions: Career Development Function; Educational Extension Function; Cultural Development Function; and Leisure-time Activity Function.

II. Community Development Functions - Those functions and activities primarily focused upon the social, physical, economic and political environment of the community to improve the quality of life for all citizens in such areas as housing, inter-group relationships, model cities planning, etc., by working with the established organizations, agencies and institutions. This category includes the following functions: Community Analysis Function, Inter-Agency Cooperation Function, Advisory Liaison Function, Public Forum Function, Civic Action Function, and Staff Consultation Function.

III. Program Development Functions - Those functions and activities of the central staff designed to procure and allocate resources, coordinate activities, establish objectives and evaluate outcomes. This category includes the following functions: Public Information Function, Professional Development Function, Program Management Function, Conference Planning Function, Facility Utilization Function, and Program

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[30] Ibid., p. 9.

Evaluation Function.[31]

The Evolution of Community Education Philosophy

As is pointed out by many authors, community education is not really a new philosophy. Basic elements of the concept can be traced back to the Greeks and Romans. Much of America's early education contained elements of community education. The first educational mandate, the Massachusetts Act of 1642, decrees using education to fulfill a society's need and, in fact, makes education compulsory for all. It stated:

> ...in every towne ye chosen men appointed for managing the prudentiall affajres of the same ... shall have power to take account from time to time of all parents and masters, and of their children, especially of their ability to read and understand the principles of religion and capitall lawes of the country, and to impose fines upon such as shall refuse to render such accounts to them when they shall be required.[32]

The Massachusetts Act of 1642 is typical of the acts passed by the other New England colonies. Public education was designed to support social and religious traditions but it was not intended to play any role in social change. Curricula offered some religious education, vocational training

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[31]Max R. Raines, "A Taxonomy of Community Service Functions," mimeograph, 1970 Community Services Leadership Workshop, Michigan State University, Summer, 1970.

[32]James R. Solberg, "The Evolution and Implementation of the Community-School Concept," (Unpublished Dissertation, University of Michigan, 1970) pp. 9-10.

and basic literary skills.[33] These first public educational systems' purpose was strictly in terms of utility. They had no commitment to any kind of a general education.[34]

Although these Acts had set a kind of precedent and the first three presidents of the United States were committed to public education, not much progress was made toward a general policy until after the Civil War. But during the period of Confederation, the Ordinances of 1785 and 1787 were passed. These land-grant laws set aside, and through the use of incentives encouraged setting aside, land to be used to further education. They thus provided a basis for a public school fund in new states and encouraged the development of a basis in the older states.[35]

During the first part of the 19th Century, the idea of extending educational opportunities to adults in what was to become evening school began to find favor in the larger urban areas.[36] By the 1860's various agricultural societies, particularly the Patrons of Husbandry, urged the extension of agricultural educational opportunities in rural areas.[37]

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[33] Ibid., p. 12.

[34] Ibid., p. 11.

[35] Ibid., p. 24.

[36] Ellwood P. Cubberly, Public Education in the United States (Boston: Houghton-Mifflin, 1934) p. 587.

[37] David Scanlon, "Historical Roots for the Development of Community Education," Community Education: Principles and Practices from World Wide Experience, The Fifty-Eighth Yearbook of the National Society for the Study of Education, Part I, ed., Nelson B. Henry (Chicago: The University of Chicago Press, 1959) p. 48.

The Hatch Act, passed in 1887, established agricultural experiment stations in connection with land-grant colleges and became the foundation of the practice of taking agricultural techniques to the farmer.[38] The Smith-Lever Act in 1914 established the basis for the county extension agent.[39]

At about this same period of time, two other movements, the Settlement House Movement and the Playground Movement, had their beginnings in the urban areas of the country. Each contained elements that are now part of community education. The settlement houses provided a kind of community center for the underprivileged and poverty stricken and offered them social and educational services.[40] The Playground Movement attempted to bring about social adjustments through the organization of social activities.[41]

One of the earliest publications containing much of what is now called community education philosophy was printed in 1845. Henry Barnard's "Report on the Conditions and Improvement of Public Schools in Rhode Island" talks of the role of an educational institution, the school, in improving community and individual living.[42] Thus, Barnard is credited with being

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[38] Ibid.

[39] Ibid., p. 49.

[40] Ibid., p. 47.

[41] Hunt, "An Introduction to the Community School Concept," p. 3.

[42] Robert A. Nashlund, "The Impact of the Power Age on the Community School Concept," The Community School, The Fifty-Second Yearbook of the National Society for the Study of Education, ed., Nelson B. Henry (Chicago: University of Chicago Press, 1953) p. 256.

one of the first advocates of community education.

Through the latter part of the 19th Century, many of the elements that would be brought together in the community education philosophy were becoming generally accepted. But in 1893 educational philosophy took a sharp turn away from the idea of education to serve a community's needs. Problems that had been occurring over curricula came to a head. The viewpoint favoring standardization, uniformity and organized teaching methods gained dominance.[43]

In 1893, the National Education Association appointed what is now known as "The Committee of Ten" under the chairmanship of Charles W. Eliot, President of Harvard University. With the exception of one member who was associated with a public school, all were associated almost exclusively with higher education.[44] The committee concerned itself with the teaching of subjects in secondary schools, the need for uniformity in content, standardization of requirements, time allotment and admission to college.[45]

> The study and recommendations of the Committee of Ten dominated the proscenium of secondary education for 25 years and the mold it set for education is still evident. No hint of trade and industrial education, of business education, of homemaking education, or even of such fields of study as sociology or psychology appeared in the report.... Small towns, rural

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[43]Solberg, "The Evolution and Implementation of the Community School Concept," pp. 39-40.

[44]Ibid., p. 41.

[45]Ibid.

> areas, and working class urban areas were unable to resist the fashions established in areas where college preparation was dominant. Instruction in rural schools tended to imitate that in urban areas. Teachers were trained for upper and middle-class city schools with little or no preparation for other settings. Textbooks were revised and made uniform, but their focus was on the city and on the upper and middle-class life styles. The result was that schools in country and small towns tended to be book-oriented with little relationship to their society.[46]

While it was about a quarter of a century before the generally accepted viewpoint of education would again turn toward the joining of education and the community, writers almost immediately began to point out deficiencies in the viewpoint advocated by the Committee of Ten. It was in their words that the concept of community education began to approach its modern form.

John Dewey is credited as the father of the progressive education movement, which was the predecessor of community education. Dewey pointed out that

> The development within the young of the attitudes and dispositions necessary to the continuous and progressive life of a society cannot take place by direct conveyance of beliefs, emotions, and knowledge. It takes place through the intermediary of the environment. The environment consists of the sum total of conditions which are concerned with the execution of the activity characteristic of the living being. The social environment consists of all activities of fellow beings that are bound up in carrying on the activities of any one of its members. It is truly educative in its effect, in its efforts, in the degree in which an individual appropriates the purposes which actuates it, becomes familiar with its methods and subject matters, acquires needed skills, and is saturated with its

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[46] Ibid., pp.43-44.

emotional spirit.[47]

He urged that studies be organized for the purpose of making people more aware of life around them. Thus, vocational subjects should provide more than utilitarian knowledge and skills. To Dewey,

> The problem of the educator is to engage pupils in these activities in such ways that while manual skill and technical efficiency are gained and immediate satisfaction found in the work, together with preparation for later usefulness, these things shall be subordinated to education - that is, to intellectual results and the forming of a socialized disposition.[48]

He clearly expressed the role of education.

> It is the very nature of life to strive to continue in being. Since this continuance can be secured only by constant renewals, life is a self-renewing process. What nutrition and reproduction are to physiological life, education is to social life. This education consists primarily in transmission through communication. Communication is a process of sharing experience till it becomes a common possession. It modifies the disposition of both the parties who partake in it.[49]

Although the foregoing is incorporated in community education, community education theory is broader than the progressive education theory, which grew directly out of Dewey's philosophy. The two philosophies have in common the principles of

1. Evolving its purposes out of the interests and needs of the people.

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[47] Dewey, Democracy and Education, p. 26.

[48] Ibid., p. 231.

[49] Ibid., p. 11.

2. Utilizing a wide variety of community resources in its program.

3. Practicing and promoting democracy in all activities of school and community.

But the progressive school does not provide for constructive social orientation. Community education has the additional principles of

4. Building the curriculum core around the major processess and problems of human living.

5. Exercising definite leadership for the planned and cooperative improvement of group living in the community and larger areas.

6. Enlisting children and adults in cooperative group projects of common interest and mutual concern.[50]

After World War I, the National Education Association sponsored the Commission on the Reorganization of Secondary Education. The Commission examined the appropriate role of schools in America. Its 1918 report, The Cardinal Principles of Secondary Education, illustrates that educational philosophy was again widening its perspective. The report read:

> This commission, therefore, regards the following as the main objectives of education: 1) Health 2) Command of fundamental processes 3) Worthy home-membership 4) Vocation 5) Citizenship 6) Worthy use of leisure 7) Ethical character. The naming of the above objectives is not intended to imply that the process of education can be divided into separate fields. This cannot be since the pupil is indivisible. Nor is this analysis all-inclusive. Nevertheless, we believe that distinguishing and naming these objectives will aid in the directing efforts, and we hold that they should constitute the principal aims in education.[51]

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[50]Edward G. Olsen, "The Community School Is Different," The School and Community Reader, ed., Edward G. Olsen (New York: MacMillan Co., 1963) pp. 284-285.

[51]Solberg, "The Evolution and Implementation of the Community School Concept," p. 54.

Through the 1920's and 1930's, it became increasingly common to find communities referred to as educative agencies and to find that education was expected to provide leadership in social change.[52] Joseph K. Hart, a disciple of Dewey's, wrote:

> Education is not apart from life.... The democratic problem in education is not primarily a problem of training children; it is a problem of making a community within which children cannot help growing up to be democratic, intelligent, disciplined to freedom, reverent to the goals of life, and eager to share in the tasks of the age. Schools cannot produce the result, nothing but the community can do so.[53]

A milestone date in the development of the community education philosophy is 1938, the year The Community School, edited by Samuel Everett was published. It was the first book to deal comprehensively with community education and the community school. The following excerpts give an indication of the book's scope and tone:

> Education is part and parcel of the very fact of living.... The social nature of the individual is but testimony to how the learning process is at the same time the process of becoming. We learn what we live, and what we thus learn is through the very process of living built into the structure of one's being, there to form the foundation for behavior.[54]

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[52] Ibid.

[53] Joseph K. Hart, The Discovery of Intelligence (New York: The Century Company, 1924) p. 382.

[54] William H. Kilpatrick, "Principles of Community Learning," The Community School, ed., Samuel Everett (New York: D. Appleton-Century Co., 1938) p. 22.

> Social education works toward interrelated ends: the one, to solve our immediate problems, and the other, to build a more adequate social intelligence, and here the rising generations, as well as the present citizens, are also involved.[55]

> Life educates. Schools can give direction to the educative process not by presuming to educate for life, but by becoming an organic part of life itself. Both children and adults live in a world where needs and wants are bound together. Schools must combine the economic, social, intellectual, esthetic and moral elements of our culture, just as ordinary people combine them in everyday life.[56]

By 1939, educational philosophy was again dominated by forces favoring a close relationship between school and community. The American Association of School Administrators published the following statement:

> As an integral part of the community, the school should join with all desirable social agencies in the continuous rebuilding and improving of group life.... The evaluation of the work of the school should be in terms of educational and social outcomes in human lives.[57]

Also in 1939, two more important books were published. William Yeager's textbook on the theory and practice of public school relations points out the "need for educational redirection in regard to the larger problems of society. The public school should be concerned in setting up the school-community as a great laboratory,"[58] Yeager further proposes

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[55] Ibid., p. 10.

[56] Horton, "The Community Folk School," p. 267.

[57] Seay and Crawford, The Community School and Community Self-Improvement, p. 13.

[58] Yeager, Home - School - Community Relations, p. 499.

"the so-called "Flint idea" may be offered as an excellent example of a community which became a great laboratory offering a new bond between school and life."[59]

Elsie R. Clapp's book provides descriptions of the community school that are still widely used and quoted. In answer to the question, What does a community school do?, she wrote:

> First of all, it meets as best it can, and with everyone's help the urgent needs of the people, for it holds that everything that affects the welfare of the children and their families is its concern. Where does school end and life outside begin? There is no distinction between them. A community school is a used place, a place used freely and informally for all the needs of living and learning. It is, in effect, the place where living and learning converge.[60]

> A community school foregoes its separateness. It is influential because it belongs to its people. They share its ideas and ideals, and its work. It takes from them and gives to them. There are no bounds, as far as I can see, to what it could accomplish in the social reconstruction if it had enough wisdom and insight, and devotion and energy. It demands all these, for changes in living and learning are not produced by imparting information about different conditions or by gathering statistical data about what exists, but by creating by people, with people, and for people.[61]

Thus, by the beginning of World War II, the philosophy of community education had evolved to its modern form.

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[59] Ibid., p. 500.

[60] Elsie R. Clapp, Community Schools in Action (New York: Viking Press, 1939) p. 89.

[61] Ibid., p. viii.

Historical Implementation of Community Education

The schools have played an important role in American history, but their influence on the lives of the people they served has changed from period to period. As noted earlier, the history of education can be viewed as a contest of forces, one favoring a separation of the school from the community, the other force favoring a close relationship between the school and the community.

In the early days of the New England colonies, the school was an integral part of community life. The Massachusetts Act of 1642 and legislation like it passed by the other New England colonies decreed compulsory education for community residents. Although evidence is rather inconclusive on the thoroughness and consistency with which the compulsory education laws were enforced, the fact remains that schools and their curricula were designed in terms of utility in the community and were designed to support community traditions.[62]

The schools' position was not as strong in the other colonies. The southern colonies had little educational opportunities. Governor Berkeley's report to England from Virginia in 1671 reveals an attitude toward education and schools much different from that of the New England colonies.

> ...I thank God there are no free schools nor printing, and I hope we shall not these hundred years, for

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[62]Solberg, "The Evolution and Implementation of the Community School Concept," p. 13.

> learning has brought disobedience and heresy and sects into the world and printing has divulged (them) and libels against best government. God keep us from both.[63]

The educational situation in the middle colonies was not much better than in the South. The diversity of ethnical background and of religious affiliations in the settlements did not facilitate any systematic educational program such as characterized the early New England colonies.[64]

The educational situation in the New England colonies changed in the latter part of the 17th Century. The Indian wars began in 1675 disrupting all life styles. During the period 1686-1689 the New England colonies were united into one political entity headed by Sir Edmund Andros. Compulsory education ended because all colonial charters in New England were revoked.[65]

The first half of the 18th Century saw the development of the trend toward private education and away from public education. The trend had begun earlier as the demand grew for instruction not provided by the colonial schools. Because the New England schools had no commitment to any kind of general education, private teachers in the larger commercial centers had been giving instruction in almost any subject for which there was a demand.[66] When the compulsory

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[63] Ibid., p. 17.

[64] Ibid.

[65] Ibid., p. 14.

[66] Ibid.

education laws were revoked the growth of the private school was given added impetus. In 1751 Benjamin Franklin opened an academy in Philadelphia and this date is given as the beginning of what has been labeled the Academy Movement.[67]

The establishment of a large number of denominational, church, and sect schools produced strong feelings about the use of schools. The attitude developed that there should be a distinct separation of church and school. "This resulted in widespread legislation restricting the use of public school property, which led to the almost complete disappearance of the community-center type of school."[68]

During this period in educational history, the only programs that could be labeled as early community education programs were primarily in agricultural and rural communities. One of the earliest examples is the Bethesda School in Georgia established in 1740. It was one of the first schools for orphan boys and had agricultural education as one of its primary objectives.[69]

The private schools and academies dominated the educational picture into the 1800's. As the land-grant laws began to have an effect and the general attitude toward education changed, the public school began to again have an impact

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[67] Ibid., p. 28.

[68] Manley, Reed and Burns, The Community School in Action: The Flint Program, pp. 8-9.

[69] Scanlon, "Historical Roots for the Development of Community Education," p. 47.

on community life. The first recorded use of school facilities for adult evening education was reported in 1810 in Providence, Rhode Island.[70] In 1865, the Chicago Board of Education initiated public funds for the support of evening adult education programs.[71]

In the latter half of the 1800's, developments began outside the public school that would later be incorporated in community education programs. The agriculture extension service began taking education to the farmers. One of the early agriculture extension programs was the Farmers Institute.

> The institutes ranged from two to five days and were designed for both men and women. For the men there were discussions and demonstrations of farming techniques; for the women, programs were arranged in domestic science.[72]

The concept of a settlement house was also being put into practice. In 1887 Stanton Coit formed the Neighborhood Guilds on New York's East Side and by 1892 they were called University Settlements.[73] In 1889, Jane Adams and Ellen Starr founded Hull House in Chicago and thus, the Settlement House movement was firmly established in the

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[70]Cubberly, Public Education in the United State, p. 587.

[71]George C. Mann, "The Development of Public School Adult Education," Public School Adult Education (Washington: National Association of Public School Adult Education, 1956) p. 11.

[72]Scanlon, "Historical Roots for the Development of Community Education," p. 48.

[73]Ibid., p. 47.

United States.[74]

About the turn of the century and into the first several decades of the 1900's, elements of community education began rapidly appearing in public education. In 1897, Charles Sprague Smith "urged the use of schools and libraries as civic centers."[75]

During the period 1907-1909, Edward J. Ward was demonstrating the possibilities of a community center in civic improvement in Rochester, New York with success. He then went to the University of Wisconsin where he directed the organization of centers in that state.[76]

Between 1899-1902, the Newark Educational Organization sponsored playgrounds in Newark, New Jersey and in 1902 the Board of Education took over the sponsorship.[77] By 1906, the Playground and Recreation Association had been formed to promote recreation through the use of schools and playgrounds.[78] New York City was one of the first metropolitan areas to open its schools for adult evening recreation and education; and 1910 records show 55 cities had recreation programs using schools and playgrounds.[79]

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[74] Ibid.

[75] Nashlund, "The Impact of the Power Age on the Community School Concept," p. 261.

[76] Ibid.

[77] Ibid.

[78] Ibid.

[79] Ibid.

Colonel Frances W. Parker is credited with initiating much of the educational reform that began gathering momentum in the early 1900's. As Superintendent of Schools in Quincy, Massachusetts in 1873 and Principal of Cook County Normal School in 1880, he "emancipated the child from the restrictions of discipline, authority and regimentation."[80]

During the period 1900 to 1930, several experiments of the school being more integrated into the community and of the schools being used to help solve community problems are recorded. John Dewey's school affiliated with the University of Chicago despite the fact that "it was a private, tuition-exacting school and, in practice at least, was not responsible to the public in the sense a public school is"[81] provided major contributions in the development of community schools.

William Wirt's program in Gary, Indiana is an example of the use of schools in community related reform that was not sponsored by a university or university related school. As superintendent,

> Wirt planned and initiated a wide range of programs that required the schools to participate actively in the daily lives of their pupils. Schools were open all day, all year. Vocational programs based on the industrial character of the city were inaugurated. Parents and adults were involved in school activities.[82]

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[80]Solberg, "The Evolution and Implementation of the Community School Concept," p. 48.

[81]Muntyan, "Community School Concept: A Critical Analysis," p. 37.

[82]Solberg, "The Evolution and Implementation of the Community School Concept," p. 61.

Wirt's program might have had a greater impact if its success had not been "clouded by controversy ... and an investigation which showed serious weaknesses in the Gary schools. But the so-called Gary Plan had spread to over 200 cities in 41 states by 1929,"[83]

Another example of early reform in the public schools is Carleton W. Washburne's innovations and developments in Winnetka, Illinois in 1919. The so-called Winnetka Plan of individualized instruction "influenced many practices which have become standard in contemporary American schools."[84]

The Penn School, located on St. Helena Island, South Carolina, was one of the early comprehensive attempts to use a school to affect cultural changes and improvement in a community.

> The school was originally started in 1862 by Louisa Towns and Ellen Murray, who had been sent to the island by the Port Royal Missionary Society of Philadelphia. St. Helena was inhabited by Negroes who, because of the geographical position of the island, were practically isolated from people on the mainland. During the first forty years of the school's existence, emphasis was on the usual academic type of education. In 1904, the school was reorganized. Industrial and agricultural training became paramount, and community development was accepted as the school's main mission. In 1907 under the supervision of Rossa B. Cooley the school began its program of community development. When the crops were being harvested, the school was closed, and the teachers went to the fields to work with the people and to demonstrate agricultural techniques. The island became the school. The industrial arts department of the school became the center for

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[83] Ibid.

[84] Ibid., p. 62

> adult vocational education and, with the expanded interest, a Community House was built by the people.[85]

In 1923, Ellsworth Colling's experiment with a project curriculum in a rural school in Missouri gained attention. Under his guidance, school projects based on the study of community problems were devised for the different grade levels.[86]

In the years after the turn of the 20th Century, many precedents, both in practice and philosophy, had been established for the schools becoming more actively engaged in meeting the needs of people and communities.

> As the depression deepened, schools became the center of the community offering expanded programs of home economics, agriculture education and community improvement. Citizens became interested in what the schools could do for them and citizen planning councils became active.[87]

The model for many of today's community education-community school programs was born out of the problems of the depression. The Flint community school program began in 1935 and by 1939 was already being singled out in a textbook as an outstanding example of what could be accomplished

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[85]Scanlon, "Historical Roots for the Development of Community Education," pp. 49-50.

[86]Goodykoontz, "Selected Studies Relating to Community Schools," p. 73.

[87]Robert I. Berridge, "A study of the Opinions of Community Education Leaders and Community School Directors Regarding an Intensive Preparation Program for Community School Directors," (Unpublished dissertation, Michigan State University, 1969) p. 14.

by the cooperation of the schools and community groups.[88]

The 1938 book, The Community School, edited by Samuel Everett contained several chapters devoted to the description of community schools.

Chapter IV	The School as a Center of Community Life in an Immigrant Area by Leonard Covello
Chapter V	The Community School in the Rural Scene by George I. Sanchez
Chapter VI	Developing Community Living Among the Indians by Allan Hulsizer
Chapter VII	The Community Folk School by Myles Horton
Chapter VIII	Community Schools in Waialua, Hawaii by Frank E. Midkaff
Chapter IX	A Consolidated Laboratory School by H. A. Tape
Chapter X	Techniques Used in Community Programs by Edgar M. Draper[89]

Elsie R. Clapp's 1939 book, Community Schools in Action, has become a classic in the history of community schools. It describes her work in Jefferson City, Kentucky and Arthursdale, West Virginia.

During World War II, the growth of local community education programs slowed. Attention was focused on the war effort and the problems of the war. But the war did not eliminate local problems and often caused new ones; and thus, experiments in phases of community education continued. During the 1940's, the Alfred P. Sloan Foundation carried on a series of experiments primarily in Kentucky, Florida, and Vermont to

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[88]Yeager, Home - School - Community Relations, p. 500.

[89]Everett, The Community School, pp. x-xii.

see to what extent school curriculum and particular instructional materials could improve the economics of living in homes and communities touched by schools.[90]

Several descriptive accounts involving the use of schools in helping to solve community problems were published during the war years and shortly thereafter. Most of them dealt with accounts of community school programs in rural areas and small towns.

1942 Wilson Dam and Gilbertsville, Kentucky
1942 Chapel Hill, North Carolina
1944 Holtsville School, Deatsville, Alabama
1944 Rabun Gap, Georgia
1948 Chautauqua County, New York
1949 Colusa County, California[91]

In 1950, community education was successfully employed in an urban area. In Indianapolis, a slum was

> converted into a wholesome living place for people... on a self help basis with individual owners pooling their own knowledge and skills under the direction of Flanner House, a settlement agency that understands the power of education.[92]

The example is important because in this case the catalytic agent was not a public school.

In the early 1950's, the community education concept was rapidly being put into practice when education philosophy

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[90]Goodykoontz, "Selected Studies Relating to Community Schools," p. 74.

[91]Ibid., pp. 68-80.

[92]Maurice F. Seay, "The Community School: New Meaning for an Old Term," The Community School, The Fifty-Second Yearbook of the National Society for the Study of Education, ed., Nelson B. Henry (Chicago: University of Chicago Press, 1953) p. 2.

took an unexpected turn. Edward Olsen describes how quickly the American education scene changed.

> During the 1930's, 1940's and early 1950's, the community school concept steadily gained acceptance among most American educators. During those years it appeared to many of us that just as the Progressive Education movement of the 1920's had profoundly altered the character of American Schools generally, so the Community Education movement which followed would have similar widespread and positive influence. But then came October 4, 1957. That was the day when the first little sputnick (sic), the size of a basketball, was hurled by Russian scientists into the first space orbit, emitting as it circled the earth its radio beep-beep-beep. You remember what followed in this country: shattered American complacency, wounded national pride, and heavy attacks upon the public schools for their alleged failure to teach the technological sciences and mathematics. Critics within education as well as those outside it denounced especially those schools which had been trying to develop life-centered curricular programs. 'Back to the fundamentals!' was their battle cry. The total impact upon the schools at all levels was a virtual reversal of the community school trend; the emerging life-centered concern was shelved or destroyed as the traditional, academic-subject program was again entrenched. Today (1969) we have recovered our technological confidence, but we have become properly frightened by our human relations incompetence.[93]

In the latter part of the 1960's, educational philosophy again began favoring the basic principles upon which community education is based. The schools again began integrating themselves into community life and building their curricula around the problems of their communities and the needs of the people in those communities.

Two developments, both originating in Flint, Michigan are increasing the rate at which community education is

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[93]Olsen, "The Community School: Pattern for Progress," p. 372.

presently being implemented. In April, 1963, the Mott Foundation established a community education center at Northern Michigan University. This center was the first in what has become a regional network of centers whose purpose is the promotion and dissemination of community education. By July, 1971, the regional network was composed of 14 centers located throughout the United States. (See Appendix A) In the latter part of 1971, the Regional Centers began a further extension of the dissemination network to include other educational institutions as cooperating centers.[94]

Also, in 1963, Michigan State University established an experimental work-study program. A group of 14 students came to Flint, Michigan to study its community education programs and the role of the community school director. This group was the first of what is now called the Mott Inter-University Clinical Preparation Program. Because of the success of this experiment and of the demand for trained leadership, seven of Michigan's higher education institutions proposed to the Mott Foundation that a program for training educational leaders be established, using Flint as the community education laboratory. In 1964, the Mott Inter-University Clinical Preparation Program for Educational Leaders was created as a cooperative venture between the Mott Foundation and the Flint Community Schools and Michigan State University,

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[94]Personal interview with Douglas M. Procunier, Director of Training and Dissemination Division, Mott Foundation Projects, July, 1971 in Flint, Michigan.

University of Michigan, Wayne State University, Western Michigan University, Northern Michigan University, Eastern Michigan University and Central Michigan University.[95]

On April 19, 1966, the National Community School Education Association was formed. Its purpose "is to further promote and expand community schools and to establish community schools as an integral and necessary part of the educational plan of every community."[96] The professional organization has become a clearinghouse for the exchange of ideas, the sharing of efforts and the promotion of programs. Its 1970 membership was 1534 professional community education educators.[97]

Thus, the implementation of the community education concept has been neither steady nor continuous. Figure 1 provides a graphic overview of its implementation.

The Flint Community School Program and The Michigan Community School Service Program

The Flint community school program began receiving national recognition shortly after its inception and has become the model for community school programs throughout the United States. Some of the reasons for its widespread

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[95]"A Brief Hisotry of the Mott Inter-University Clinical Preparation Program," mimeograph prepared by Mott Leadership Center, September, 1970.

[96]National Community School Education Association, Second Annual Directory of Membership, p. 64.

[97]Membership announcement, 5th Annual NCSEA Conference, Phoenix, Arizona, December 4, 1970.

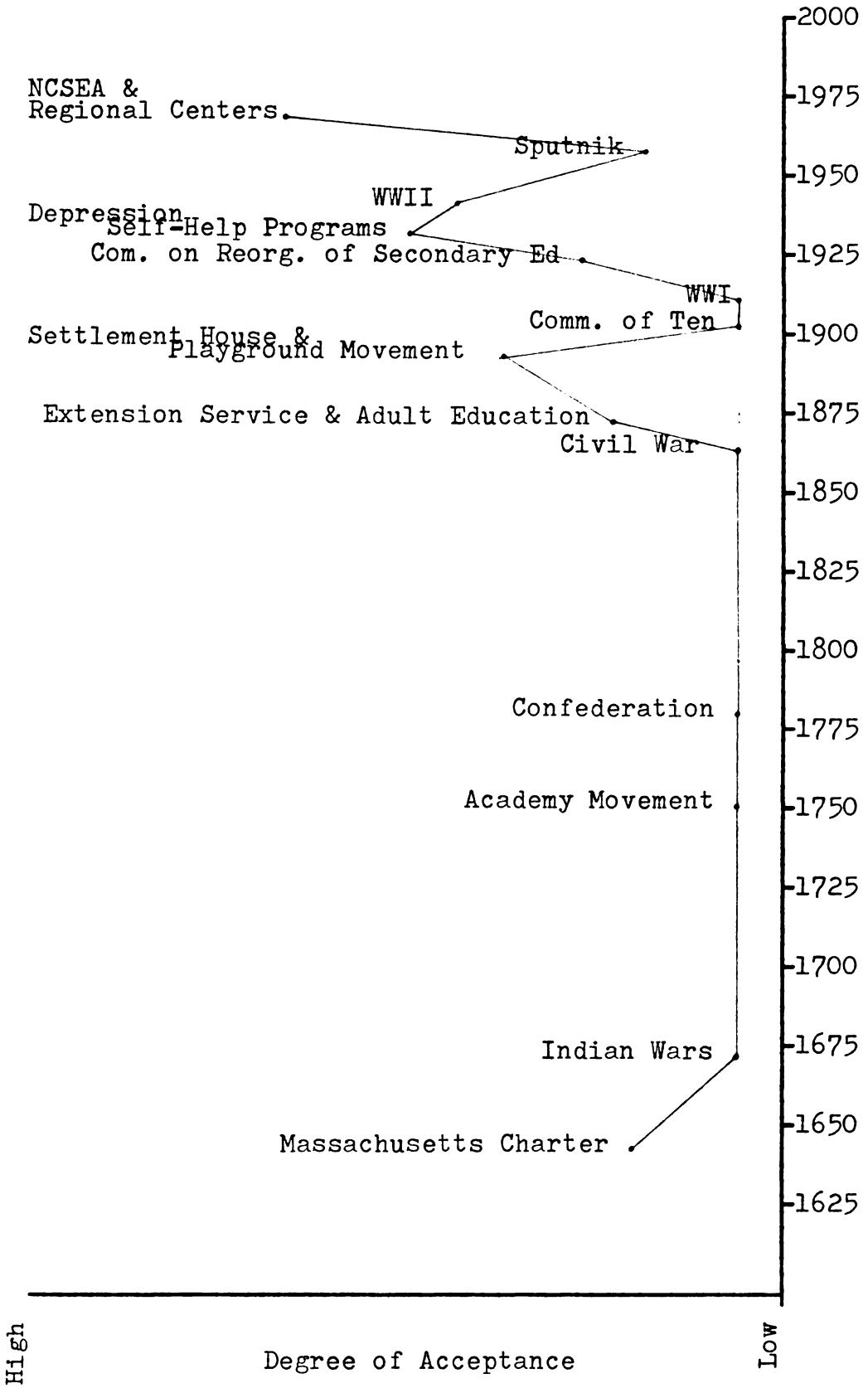

Figure 2.1

Historical Overview of the Implementation of Community Education

recognition are obvious, ie., the Mott Inter-University Clinical Preparation Programs for Educational Leaders, University Training and Dissemination Programs, and Flint's numerous state and regional workshops, national visitations and conference programs. But these factors by themselves are not enough to account for Flint's success. Other factors less obvious and fundamental to the program's operation more adequately explain the national prominence of Flint's Community School Programs and the fact that Flint has been credited with developing the community school concept in its modern urban form.

A description of the Flint program and another Michigan-based program may point out some of the reasons for Flint's continuing success. Although the Flint Community School Program and the Michigan Community School Service Program are not identical, they have many elements in common, particularly the fact that they were both working on the principle of self-help, both had financial support from a foundation and both were coordinated and directed through an education agency. Although the Michigan Community School Service Program was experimental, its basic aims and goals were typical of many programs initiated by interests outside a community. Therefore, it is used as representative of many community education programs that were being started in the 1930's and 1940's.

The two foundations involved are also not identical, but the purpose and history of each is similar.

The Kellogg Foundation's stated purpose is "the promotion

of health, education and welfare of mankind, but principally of children and youth directly or indirectly."[98] Its philosophy is based on the belief

> ...that the Foundation itself does not have problems or programs - that people, agencies, institutions, communities, states and countries have problems to solve and programs to develop ... the simple and much-used precept 'help people to help themselves' is the guiding principle in all the activities of the Foundation.[99]

During the 1930's and early 1940's, the Kellogg Foundation had supported many Michigan projects. Noteworthy are the 1933 program to make graduate medical education available to certain rural counties in southwestern Michigan, the 1936 University of Michigan's School of Dentistry program of post-graduate education for dentists in Michigan and neighboring states, the 1938 agricultural short-course program at Michigan State College which provided scholarships for rural youth in Michigan and the late 1930's and 1940's school camping program in southwestern Michigan.[100]

The history of the Mott Foundation is similar except its operation was confined to the Flint area of Michigan; and it had the same general area of operation: health, education and recreation. Its purpose is "to produce citizens of strength and quality, each of whom accepts his full responsibility as a citizen, in a community dedicated to

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[98] Seay and Crawford, The Community School and Community Self-Improvement, p. 9.

[99] Ibid., p. 11.

[100] Ibid.

democracy and free enterprise."[101] Charles Stewart Mott's personal philosophy provides the Foundation's guiding principles:

> First, those of us who have benefited from society have an obligation to benefit society in return. Second, it is possible to benefit society by helping people to improve the quality of their lives. Third, creation of opportunity for self-improvement helps best by developing self-reliant strength. Fourth, extensions of opportunities in education, recreation and health are fundamental means of improving the quality of living. Fifth, existing facilities, agencies and democratic methods can best serve in the development of such extended opportunities.[102]

Previously to 1935 and since its establishment in 1926, the Mott Foundation had been concerned with a number of Flint's projects, i.e., Rotary Club's Crippled Children Program, Kiwanis Health Camp, Lion's Club Sight Saving Program, Flint Institute of Arts and the boys camp at Pero Lake.[103]

Michigan Community School Service Program

The Michigan Community School Service Program was a cooperative experiment between the Michigan Department of Public Instruction and the Kellogg Foundation covering the period 1945 to 1953. Prior to this period they had cooperated

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[101] C. S. Harding Mott, "Community Education and the Mott Foundation," Community Education Journal, Vol. 1, No. 2 (May, 1971) p. 55.

[102] Ibid.

[103] Clarence H. Young and William A. Quinn, Foundation for Living (New York: McGraw Hill, 1963) p. 99.

informally to further eachs efforts to improve Michigan's education, health, and general welfare.[104] In their various projects, both the Michigan Department of Public Instruction and the Kellogg Foundation had dealt with only a single phase of community life. Although each had had considerable success,

> the leaders of both organizations felt that more could be accomplished if they could work with an experimental project in which all or many phases of community life were combined into one unified program.[105]

A letter from State Superintendent Elliott to Dr. Morris, President and General Director of the Kellogg Foundation, dated June 18, 1945 initiated the experiment and stated the purpose of the experiment.

> ... The community school idea is simple. It is the supposition that a local school system, well organized, well led, well supported, and working in cooperation with other agencies can by means of its services and executive energies contribute significantly to the goodness of living in the community.
>
> This proposition has never been adequately tested. We propose to make the test, by means of a definitive experiment, deeply rooted and well managed, and thus to settle for some time to come what a body of workers can do, and cannot do, to improve community life by working in and through the school.[106]

Since the program had originated in the Department of

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[104] Seay and Crawford, The Community School and Community Self-Improvement, p. 12.

[105] Ibid.

[106] Ibid., p. 15.

Public Instruction, the Department took the initiative in starting the program. Responsibility for the general direction and coordination was given to the staff who made up a special unit with Edgar L. Grim, Director.[107] The role of the Department was

> ... to assist the participating communities by (1) providing consultant and technical services; (2) relating the services of various state agencies to community needs; and (3) providing training experiences which would increase the abilities of local citizens to discover and solve their own problems.[108]

The proposal stated, "It is not our intention to start 'from scratch' in community improvement, but rather ... to capitalize upon a promising local condition or momentum."[109] Communities were selected on the basis that each possessed "the elements that appear to be essential to adequate community living."[110] The factors considered were community interest, the availability of leadership, and the existence of problems whose solution may have possibilities of transfer to other communities.[111]

In 1946, five widely scattered rural Michigan communities, Concord, Elkton, Mesick, Rockford and Stephenson, began their programs. Two years later, the communities of Allegan,

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[107] Ibid., p. 18.

[108] Ibid., p. 17.

[109] Ibid., p. 28.

[110] Ibid.

[111] Ibid.

Bronson and Newberry were added.[112]

Implementation of the program was done in several steps. The first task was to find and develop leaders. These leaders then expressed the "more immediate local goals in terms of needs or problems."[113] Organization of the communities followed. To some degree, "local communities were already organized with the local governments, their civic clubs and various coordinating committees."[114] Steering committees were formed which in turn formed action committees. The general plan for fact finding was

1) A survey of each participating community
   a) Land and natural resources
   b) People, their opinions, attitudes and inter-group relationships
   c) The way life process carried on

2) An analysis of each school based on the criteria of a community school.

3) A study of extra-community relationships.[115]

In 1949, the program was extended to five contiguous counties in the Grand Traverse area because

> It became obvious that school programs based upon community needs would be more effective if communities adjacent to each other planned and worked together (and because) this cooperative approach by neighboring communities was a unique idea; no experiment involving the development of individual community schools in a given area within a general plan made cooperatively

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[112] Ibid., p. 18.

[113] Ibid., p. 35.

[114] Ibid., p. 39.

[115] Ibid., p. 44.

by the people of the area had been tried.[116]

In the five-county experiment the name was changed from the Community School Service Program to the Community Service Program. Organizers in the communities lacked confidence or interest in the local schools and the organization of community improvement programs proceeded in a direction quite different from that which would test the community school idea. Many school superintendents of the area declined to participate actively in the program.[117]

When the Community School Service Program was evaluated, several weaknesses were disclosed. The evaluation pointed out that

> the development within the schools towards a curriculum and quality of instruction in keeping with the community school concept was given less assistance and recognition than were the various projects carried on by community committees.[118]
>
> A second weakness seems to have grown out of a tendency to think of a community school as a service agency to the adults of the community. Where strong leadership existed in a school system, real improvement in the school program was achieved and accepted by the adults of the community as an accompaniment to the Community School Service Program. Where school leaders moved out of the community and were replaced by persons less interested in the Program, little improvement occurred in the school. More representation from the school population (both pupils and teachers) on the local committees and representation from the lay citizens on school improvement committees might have achieved

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[116] Ibid., pp. 15-16

[117] Ibid., pp. 150-152.

[118] Ibid., p. 119.

> an even better working relationship between school and community.[119]

Edgar L. Grim, Director of the special staff unit, gave the following appraisal of the program:

> The Community-School Service Program did not in any instance approach the problem through the local system. Rather, the community was organized, leadership was trained on a community basis, and all initial action in the community generated from that source, unless the school made itself immediately available as an integral part of the community planning. It would, therefore, appear more nearly true that the Community-School Service Program has assumed that a well-organized community can change the nature of the school program rather then that the school can properly accept the general responsibility for community-improvement programs. Nevertheless, changes in these communities have occurred, and so have changes in the pattern of the school programs.[120]

The Community School Service Program was not continued as an entity in the communities after the termination of the experiment, although some cooperative relationships and projects started under the program were continued. One outcome of the program was the enactment of Michigan Act 225, Public Acts 1949 which enabled the people in an area to study educational conditions and needs and to plan for improving their educational program.[121]

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[119] Ibid., p. 120.

[120] Edgar L. Grim and Eugene Richardson, "The Michigan Community School Service Program," The Community School, The Fifty-Second Yearbook of the National Society for the Study of Education, Part II, ed., Nelson B. Henry (Chicago: The University of Chicago Press, 1953) p. 196.

[121] Goodykoontz, "Selected Studies Relating to Community Schools," p. 66.

The Flint Community School Program

The Flint Program's beginnings were much different. The Community School Program was not conceived as such but evolved over the years out of Flint citizens' attempts to solve their problems. The Mott Foundation and the Board of Education were not directly involved in the beginning efforts.

What was to become the Flint Community School Program had its beginning in the problems of the depression. Flint was particularly hard hit by the depression and unemployment was high. Its population in 1934 was approximately 165,000,[122] and during the years 1930-1933, one-third of the population entered the city.[123] A 1934 housing survey showed that 46% of the homes were occupied by owners and 53% by tenants.[124] The population density was high. Through lack of planning and increased subdivision, Flint was using only 48% out of 100% of its area.[125] The city's crime and delinquency rates were high, and health conditions were extremely poor. Added to the other problems, the school term was reduced to 36 weeks, the teaching staff reduced and curricula curtailed because of lack of funds.[126]

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[122]Edgar M. Draper, "Techniques Used in Community Programs," The Community School, ed., Samuel Everett (New York: D. Appleton-Century Co., 1938) p. 414.

[123]Manley, Reed and Burns, The Community School in Action, p. 21.

[124]Draper, "Techniques Used in Community Programs," p. 418.

[125]Ibid., p. 419.

[126]Manley, Reed and Burns, The Community School in Action, p. 21.

The initial beginning of the community school program was the organization of Sportsmanship Clubs for troubled and difficult boys by school personnel using school facilities.[127] The success of the clubs led to attempts to get the support and interest of other groups and agencies, but "contacting community agencies and authorities did not elicit the necessary help."[128]

Concrete evidence and facts concerning the problems were gathered by a group of interested and concerned citizens. They then took the story to the community, telling it to anyone or to any group who would listen. As they explained their purpose "by telling the people of Flint what was actually happening in the community, we were sowing the seeds of discontent. Discontent can be a dynamic social process for bringing about change."[129]

Community support began to grow. The PTA helped support summer recreation. "In 1934 community support was so high that the Flint Plan for Recreation was developed."[130]

Federal Work Relief Programs were started in Flint in 1933-34. These programs provided adult-education classes, nursery schools, and recreational activities. Professional talent was supplied by engaging many unemployed teachers to

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[127] Ibid., p. 23.

[128] Ibid., p. 24.

[129] Ibid., p. 25.

[130] Ibid., p. 27.

supervise and teach. But the programs were hampered by the lack of adequate meeting places. Since the school buildings were not available for late afternoon or evening use, activities were headquartered in such places as vacant store buildings or social agency offices.[131]

A speech given at a Rotary Club meeting in 1935 presented the idea that supervised recreation and play activities would greatly reduce delinquency and that many tragedies involving children would be avoidable if there were adequate recreational and play facilities in Flint.[132] C. S. Mott attended that meeting and after a further meeting with Frank J. Manley, took the initial step toward opening the schools.[133] Mott proposed to the Board of Education that the Foundation "offered to pay for supervision of the program if the Board of Education would open five schools for this purpose and supply light, heat and janitorial service."[134]

The trial program began in November, 1935.

> Actually, although no one realized it at the time, the experimental winter program in the (5) junior high schools was the prototype for what was later to be called the community school. The foundation was laid. School resources were made available to the community. Community resources - volunteer help, agency and organization support, and financial assistance - were made

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[131] Ibid., p. 28.

[132] Ibid.

[133] C. S. Harding Mott, "Community Education and the Mott Foundation," p. 54.

[134] Manley, Reed and Burns, The Community School in Action, p. 28.

> available for activities in the school. Interested residents in the community and school professionals cooperated in planning the neighborhood programs. Finally, and most importantly to the present day Flint Community School, programs were designed to bring people into the school so that their interest would draw them into projects which would lead to a better community.[135]

By the 1936-37 school year, 15 school buildings were used as community recreation centers with planned and guided activities.[136] But it was soon pointed out that the juvenile delinquency rate was not appreciably decreasing and that a solution to the problem involved focusing on the factors contributing to delinquency.

In 1938, six members of the regualr school staff were employed on a full-time basis on funds supplied by the Mott Foundation. They were given a six-week training course and sent out "to find out the actual existing conditions in homes of a highly transient population, many foreign born."[137]

As a result of the visiting teachers' report, the philosophy began to change. It was acknowledged that recreation and physical education programs were not enough.

> A cooperative planning program was set up in the schools. All social agencies, parents, teachers and interested lay citizens were invited to participate. The various problems were discussed and ways were considered by which all could help in the solution of these problems.[138]

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[135] Ibid., p. 31.

[136] Ibid., p. 32.

[137] Ibid., p. 33.

[138] Ibid., p. 38.

In the years before the war, many programs were developed. Noteworthy are Health Center Program, Industrial and Vocational Education Program, Adult Homemaking Program, Mothers Club Program, Girls Stepping Stones Program, and the Social Service Exchange Program supported by the Community Fund and acting as a clearing house for all social-work classes, thereby averting duplication of services.[139]

During World War II, community efforts turned to the war effort. But even then, the school played a cooperating part.

In 1947, it was decided to establish a "pilot plant" to test the ways in which the school could be of still greater service to the community. Fairview School, one of 39 public schools in Flint, was selected because of the variety and severity of the problems in its area.[140] "The project tackled the total problem of the school and its neighborhood."[141] Fairview was used as a showcase to demonstrate to the people of Flint what could be accomplished through school-community cooperation in solving problems. People were encouraged to visit the school.[142]

The test of the strength of the community's support for the community school came in 1950 in the guise of a

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[139] Ibid., pp. 38-42.

[140] Ibid., p. 49.

[141] Ibid., p. 56.

[142] Ibid., p. 58.

bond issue. On June 6, 1950, Flint voters were asked to approve a $7,000,000 (2.5 mills) school building bond issue.[143] The voting record up to that time showed that each and every millage campaign in the past had been defeated.[144]

Aiding the campaign for passage of the bond issue was a conditional promise made by the Mott Foundation. The Foundation had promised that if the issue was passed, it would give $1,000,000 for the building of a community college or a branch of the university.[145]

The bond issue was passed and Freeman Elementary School opened in the fall of 1951. It was "the first new school building erected since 1929. Not only had no new school buildings been constructed during that period but there had been no modernization of existing buildings."[146] In 1952, Pierce and Potter Community Schools were opened.[147]

The concept of the community school, as it is embodied in Flint today, assumed tangible form when Freeman Community School opened. School personnel had involved the total community in the building project by asking for ideas and suggestions concerning the design and construction of the school

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[143] Ibid., p. 60.

[144] Ibid., p. 69.

[145] Ibid., p. 68.

[146] Ibid., p. 70.

[147] Ibid., p. 76.

buildings and grounds.[148] Because community residents' ideas had been sought and, in many cases, used, an atmosphere of cooperation between the community and the school existed when Freeman opened. William Minardo was hired as Community School Director. His success in determining the needs and interests of Freeman's neighborhood and incorporating them in the school's programs and activities established the importance of having a specially designated person to coordinate and direct each school's programming. With the acceptance of the idea of employing one community school director for each community school, "the community school program moved forward with rapidity and ease."[149]

In 1953, only three years after the first successful millage campaign, the voters approved a special levy of five mills for school use. The levy was for a ten-year period and the funds were to be used for building and operating community schools. "This is the most dramatic possible evidence of Flint's acceptance of the community school as a way of life!"[150]

Today, all of the schools in Flint are community schools. There is no one community education program. While they all have elements in common, they are all different because each reflects its own community's special interests and needs.

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[148] Ibid., p. 75.

[149] Clyde M. Campbell, The Community School and Its Administration, Vol. II, No. 3(November, 1963) p. 77.

[150] Ibid.

Flint Community Schools have become the model for community schools because they began with local citizens' efforts. Foundation financial support was only given when the strength of public support was shown and when other funds were not available. Thus, the program demonstrates what community citizens can do through involvement and participation to improve their own lives and the quality of life in the community.

Summary

Community education is an eclectic philosophy which combines many desirable features of educational movements of the past and present. In the United States, the philosophy's evolution to its present form occurred over a period of several hundred years and was neither steady nor continuous. Its evolution occurred in those periods of educational history when the forces favoring a close relationship between the community and school were dominant.

The domination of these forces tended to parallel the social and economic phases of the history of the United States. During these phases of history, attention was focused on finding solutions to the needs and problems of people and communities. In the colonial period, people were concerned with establishing social and religious traditions. During the period of industrialization, attention was focused on providing needed skills and knowledge and on solving the social problems caused by the rapid changes that were taking place. During the 1930's, the focus of attention was on

solving both the economic and social crises of the depression. Since the late 1960's, emphasis has been placed on finding solutions to the social and educational problems of prejudice, poverty, ignorance, inequality, and crime. In each of these periods, education played an important role and elements of community education were conceived, implemented, developed, combined and modified.

The philosophy of community education is still evolving. As new ideas are tested and new ways found to reach and help people, community education is modified. The dynamic and self-renewal processes implicit in the community education philosophy demand that both the philosophy and its implementation undergo changes and modifications as times and problems change.

In the history of community education, one important fact stands out. In order to bring about constructive change the people of a community must actively participate in making the change. "The people are the best judges of their immediate problems; and only with their assent and understanding can lasting progress be made."[151] The success of the community education process depends on the strength of local support and participation.

The history of community education's philosophical evolution points out that community participation and support are the creation of special conditions. H. Gordon

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[151]Beatty, "The Nature and Purpose of Community Education," pp. 32-33.

Hullfish's advice to those trying to implement community education in their communities is no less true today than in 1938.

> Neither readiness nor willingness is to be had for the asking. It is a creation of conditions that foster these attitudes which are now our special task.... It is clear that the school today will not automatically become a center for community by the simple trick of building up more relationships with its environment.[152]

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[152]H. Gordon Hullfish, "Developing Common Concerns: The Road to Democracy," The Community School, ed., Samuel Everett (New York: D. Appleton-Century Company, 1938) p. 30.

CHAPTER III

DESIGN OF THE STUDY

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

1) Type of study
2) Sponsorship
3) Population and sampling method
4) Instrumentation: construction and field-testing
5) Collection of data, administrative procedures, mailing and follow-up
6) Analysis of data, coding, tabulation and statistical tests

Type of Study

The purpose of the study is to obtain data on the perceived consequences of adopting community education. As Van Dalen states,

> Factual information about the existing status enables members of the profession to make more intelligent plans about future courses of action and helps them interpret educational problems more effectively to the public.[1]

Both comparative and descriptive techniques are used. Comparisons are made between a "group of experts" involved

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

in disseminating information on community education and public school superintendents whose school districts have adopted community education.

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

Sponsorship

The study was conducted in cooperation with the Charles Stewart Mott Foundation, Division of Training and Dissemination. As C. A. Moser points out, sponsorship is extremely important. "A survey with official backing will normally get a bigger response than one emanating from a university or research agency."[3] Moser feels that the sponsoring body being in some way connected with the population is the most favorable survey situation.

The Charles Stewart Mott Foundation has strong ties with both populations sampled. Because of the Foundation's long-term support and comprehensive funding of community education training and preparation programs and national workshops and conferences, almost all school districts in

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

[3]C. A. Moser, Survey Methods in Social Investigation (London: Heinemann Educational Books Limited, 1958) p. 179.

the nation which have adopted community education programs have had personnel visit or been otherwise exposed to the efforts in Flint, Michigan. Equally true is the fact that almost all public school districts' community education programs have personnel who are currently involved or have been involved with training and dissemination efforts of the developing network of Regional University Community Education Centers.

Therefore, it was felt that the Charles Stewart Mott Foundation's sponsorship would be a positive aid in soliciting the cooperation and in improving the motivation of both study populations, particularly that of the public school superintendents.

Population and Sampling Method

Two populations were of interest to the study:

a) Regional University Community Education Center Directors N = 11

b) Public School Superintendents N = 104

The Regional University Community Education Center Director population consisted of all the Directors of the eleven Regional University Community Education Centers supported by the Charles Stewart Mott Foundation during 1970-71. (See Appendix A) Ten of the Directors are past Mott Interns who have spent at least one year in resident study with the Inter-University Clinical Preparation Program in Flint, Michigan. The other Director has had an intensive six-week involvement in Flint. All have had extensive experience and training in a variety of community education programs.

The role of the Regional University Community Education Centers is primarily promotion and training to assist local public school districts in implementing and adopting community education. Because of the Center Directors working relationships with the school districts which have adopted community education, they were requested to nominate the population of public school superintendents used in this study.

Eight of the Regional University Community Education Directors were selected to nominate the public school superintendents. (See Appendix A) These Center Directors were selected because of the length of time their Centers had been in operation, i.e., over two years.

The eight Center Directors were asked to list the names and mailing addresses of public school superintendents in all of the school districts in their service areas which had adopted community education and had been in operation over two years but less than five years. Permission was obtained from the Directors to refer to their names and the Regional University Community Education Centers in the introductory letter accompanying the mailed questionnaire. (See Appendix B)

The criterion for limiting the public school superintendent population to those superintendents whose districts had had community education programs over two years but less than five years was established after consultation with Douglas M. Procunier, Director of Training and Dissemination Division, Mott Foundation Projects. This criterion was

selected because it was estimated from existing Mott Foundation Projects records that this category would represent approximately 1/3 or about 100 school districts in the United States which have adopted community education and which have been involved with the Regional University Community Education Centers. It was felt that the time period of over two years but less than five years would provide a reasonable basis for public school superintendents to assess the consequences of adopting community education in their districts.

Instrumentation

More studies in the field of social investigation have been made with questionnaires than with any other type of survey instrument.[4] The questionnaire survey has been the most widely used in education because it has been a valuable technique in helping to understand the current situation in some particular educational area.[5]

However, as is the case with most other survey methods, the questionnaire is an imposition on the time and privacy of the respondent. The imposition must be justified and the individual convinced that he should fill out the questionnaire. Resistance on the part of the respondent must be anticipated and procedures designed to overcome it. C. A. Moser states several major concerns in anticipating the response rate:

1) Population being surveyed. Those individuals

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[4]Borg, Educational Research, p. 202.

[5]Ibid.

with a higher economic status and more education tend to have a higher rate of response.

2) Subject of the survey. As the interest of the respondent increases so does the response rate.

3) The sponsorship or official backing will normally get a bigger response.6

Claire Selltiz also disscusses factors which improve the response:

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

The questionnaire was designed to include as many factors as possible to motivate the subject and to stimulate and facilitate completion and return of the questionnaire instrument.

The mailed questionnaire approach had the following major advantages for this study:

1) It allowed obtaining information from people located in scattered geographical areas and it reached people who were busy and difficult to contact.

2) Standardized wording, order of questions, and instructions for recording responses insured uniformity from one measurement situation to another.

3) As no signature or clear identification was required, it provided the opportunity for more candid and open replies.

4) Less pressure was placed on the subject for immediate response so that he could ponder a difficult

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6Moser, Survey Methods in Social Investigation, pp. 179-181.

7Claire Selltiz, et al, Research Methods in Social Relations (New York: Holt, Rinehart & Winston, 1967) pp. 237-241.

question before answering.[8]

The mailed questionnaire also had some distinct disadvantages. The answers to the questionnaire had to be considered final. There was no opportunity to probe beyond the given answer and to note reluctance or evasiveness of respondents or to appraise the validity of what the respondent said in light of how he said it.[9]

The questionnaire was based on topic areas considered to be the consequences of adopting community education. The literature was reviewed and interviews were held with community education professionals prior to the initial stages of the development of the instrument. Suggested topic areas obtained from the review of the literature and from the interviews were compiled.

The questions were worded so that positive and negative responses would be required. The alternating or balancing of positive and negative statements forced the respondents into a closer analysis of each statement and was designed to alleviate the built-in bias of positive responses. Section I contained 30 questions; 18 were stated in a positive form and 12 in a negative. All the questions were selectively placed throughout the questionnaire to mix the general categories and the positive and negative statements.

Section II of the questionnaire was devoted to the rating of 25 individuals and groups on their level of support

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[8]Ibid., p. 238

[9]Moser, Survey Methods in Social Investigation, p. 117.

for community education. Section III was developed to provide an indication of the type and size of community educations programs and sources of financial support for community education within the school districts sampled.

The response categories allowed a choice between five degrees of reaction. For the consequences section, the rating scale was strongly disagree, disagree, neutral, agree and strongly agree. The rating scale of local supporters for community education was very low, low, moderate, high and very high.

For the data on the size and type of community education program and sources of financial support of community education, multiple choice and short one line, fill-in questions were used.

The questionnaire was field-tested by 12 Mott Interns who were studying community education in Flint, 4 staff members of Michigan State University's Mott Institute for Community Improvement and 3 Mott Foundation Projects staff personnel. The results of the field test were compiled. Several questions were deleted and several added as a result of comments on the pre-test. Several sentences were rephrased and ambigious words were replaced.

The revised instrument was reviewed with the Michigan State University Research Consultation Office. No major changes were suggested.

Specific instructions were developed for the two study populations. The only change in format on the two final questionnaire forms was minor rewording. The questionnaire

for the public school superintendents asked for specific responses to perceptions within their individual school districts, whereas the questionnaire for the Regional University Community Education Center Directors asked for general responses to perceptions within their service areas which included a number of school districts.

Collection of Data

The final form of the survey instrument consisted of three major sections

Section A Responses to items on perceived consequences of adopting community education - 30 items

Section B Ratings of local supporters of community education - 25 items

Section C Responses on size and type of program and financial support - 10 items

The goals and procedures of the study were explained and discussed with all the Regional University Community Education Center Directors. The 11 questionnaires for the Directors were administered during a group meeting at Ball State University, June 2, 1971.

The questionnaires for the public school superintendents were mailed along with an appropriate cover letter and a stamped return envelope. (See Appendix B) In the 104 questionnaires sent to public school superintendents, 11 states were represented: Arizona, Colorado, Florida, Georgia, Idaho, Indiana, Illinois, Michigan, Missouri, Ohio and Utah.

On June 30, after an 85% (89 out of 104) response had been received, a follow-up letter (See Appendix B) and another instrument and return envelope were sent. A 53%

(8 out of 15) response was obtained from the follow-up letter. A total of 93% (97 out of 104) of the questionnaires were returned from the public school superintendents by the cut-off date of July 15. Two questionnaires were received after the cut-off date for a total return rate of 95%. A total of 100% (11) of the questionnaires were obtained from the Regional University Community Education Center Directors.

Table 3.1
RECORD OF RESPONSE

Group	Number Sent	Initial Return%	Follow-up Return %	Useable N	Useable %
Total Superintendents	104	86	53	97	93
Rural				43	44
Suburban				34	36
Urban				20	21
Center Directors	11	100		11	100
Total	115			108	

Table 3.2
STUDENT POPULATION OF SAMPLE SCHOOL DISTRICTS

Students	Number	Percent
Less than 2,000	15	15.5
Between 2,000 and 5,000	43	44.3
Between 5,000 and 10,000	14	14.4
Between 10,000 and 20,000	13	13.4
Between 20,000 and 40,000	5	5.2
Over 40,000	6	6.2
No Response	1	1.0
Total	97	100.0

Analysis of the Data

The responses were coded on the computer laboratory's Data Coding Forms before being punched and verified by the Michigan State University Computer Center Keypunch Division. The responses on Section I (consequence variable) and Section II (supporter variable) were coded with the numbers 1, 2, 3, 4, 5. Five was assigned to all items designating the highest positive response. Number one was assigned for the lowest negative response. This conversion was necessary to have the positive and negative responses correspond in scoring.

Positive Items		Negative Items	
Strongly Agree	5	Strongly Agree	1
Agree	4	Agree	2
Neutral	3	Neutral	3
Disagree	2	Disagree	4
Strongly Disagree	1	Strongly Disagree	5

Section III provided demographic data and selected items on financial support and administrative patterns. Basic decision rules for coding were developed and numerical values assigned.

Question C-6 provided information on the approximate School District Budget and the approximate Community Education Budget. Responses to this question were not recorded for key-punching but were tallied separately so that the totals and percentages could be compared.

Question C-8 which provided information on the number of elementary schools, junior high and middle schools, and high schools in the district was also tallied separately. These figures were compared to the responses to Question C-9 on the number of elementary schools, junior high and middle schools,

and high schools in the district that had adopted community education. This comparison provided the estimated adoption level within the school district.

Statistical Procedures

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

The statistical procedures used in the analysis of data are

1) Basic statistics which provided mean, standard deviation and simple correlation squared.

2) Univariate Analysis of Variance for specific comparisons of the total scores on assessment items.

3) Multivariate Test of Equality of Mean Vectors to determine the variance on perceived level of support by local groups and individuals for community education.

4) Spearman's Coefficient of Rank Correlation to determine the correlation between rankings.

Summary

This chapter provides a description of the planning and implementation of the study. The type of study and sponsorship are discussed. The development and pre-test of the instrument are traced and the instrument is explained. A description of the respondents and the method of sampling and statistical analysis of data are discussed.

CHAPTER IV

ANALYSIS OF DATA

Introduction

The major purpose of this study is to examine and compare perceptions of Regional University Community Education Center Directors and public school superintendents whose school districts have adopted community education. The study is designed to document perceived effects of adopting community education and to determine the level of significance between perceptions of Regional University Community Education Center Directors and public school superintendents from rural, suburban and urban school districts.

The three major sections of the analysis of data are

1) Perceived consequences of adopting community education.
2) Rating of individuals' and groups' support for community education.
3) Expressed major benefit, financial sources, commitment and adoption level.

Two null hypotheses and nine research questions were presented in Chapter I. Each hypothesis and research question is treated separately in the appropriate section. The data obtained along with an explanation are reported in this chapter.

Perceived Consequences of Adopting Community Education

The null hypothesis tested for the difference between Regional University Community Education Center Directors and public school superintendents is

Ho 1 There will be no significant difference between the mean scores of Regional University Community Education Center Directors and public school superintendents from rural, suburban and urban school districts on items included in the administrative assessment questionnaire on the consequences of adopting community education.

Ho 1: $m_1 = m_2 = m_3 = m_4 = 0$

Table 4.1

RESULTS OF UNIVARIATE ANALYSIS OF VARIANCE FOR TOTAL MEAN SCORES BETWEEN 1) REGIONAL CENTER DIRECTORS 2) RURAL SUPERINTENDENTS 3) SUBURBAN SUPERINTENDENTS 4) URBAN SUPERINTENDENTS ON ITEMS TO ASSESS THE CONSEQUENCES OF ADOPTING COMMUNITY EDUCATION

Group	N	Mean	Univariate Analysis of Variance DF	F	Probability
1	11	125.82			
2	39	117.72			
3	34	118.97	3 & 99	1.3176	0.2731
4	19	118.37			
Grand Mean	104	120.22			

As seen in Table 4.1, the F ratio between the four groups indicates the significance probability to be 0.2731 which exceeds the established limits for significance. It is concluded that there does not appear to be any statistically significant difference. Therefore, null hypothesis Ho 1 is not rejected.

Because there was no significant difference found between the four group mean scores, there is no reason to consider

separately any of the group means. This study uses the grand mean for future discussion.

The research question relating to the mean ranking of the consequences of adopting community education is

RQ 1 What items in the assessment of the consequences of adopting community education will have the highest and lowest mean ranking?

Table 4.2 indicates that the mean scores on 30 items for the combined group range from a high of 4.64 to a low of 3.03. The standard deviation ranges from a low of .50 up to 1.01. The mean rankings of the two groups are highly correlated. By the Spearman's coefficient of rank correlation, the correlation is r = .85.

The top five mean rankings are

Rank	Mean	Question
1	4.64	Since adopting community education, school facilities are used to a greater extent.
2	4.62	Recommend other school districts implement community education.
3	4.61	Since adopting community education, the regular instructional program has not deteriorated.
4	4.57	Since adopting community education, school facilities have been used by more community groups and organizations.
5	4.49	Since adopting community education, there has been an increase in the numbers of learning opportunities offered to all ages.

The bottom five mean rankings are

Rank	Mean	Question
26	3.45	Since adopting community education, there has been increased involvement of minority groups in community affairs.

Table 4.2

MEAN, STANDARD DEVIATION AND RANKING BETWEEN REGIONAL CENTER DIRECTORS AND PUBLIC SCHOOL SUPERINTENDENTS ON CONSEQUENCES OF ADOPTING COMMUNITY EDUCATION

Item	Directors N = 11			Supts. N = 97			Combined N = 108		
	Mean	SD	Rank	Mean	SD	Rank	Mean	SD	Rank
School facilities use greater	4.73	.46	1	4.63	.51	1-2	4.64	.50	1
Recommend others adopt com. ed.	4.55	.52	4-7	4.63	.53	1-2	4.62	.52	2
Regular instructional program	4.55	.69	4-7	4.62	.55	3	4.61	.56	3
School facilities used by groups	4.64	.50	2-3	4.57	.59	4	4.57	.58	4
Increased learning opportunities	4.27	.65	13-16	4.52	.56	5	4.49	.57	5
Adult education	4.45	.52	8-9	4.45	.65	6	4.45	.63	6
Citizen advisory group	4.64	.50	2-3	4.18	.79	8	4.22	.78	7
Programs for teenagers	4.27	.47	13-16	4.21	.58	7	4.21	.57	8
Improve public opinion	4.45	.52	8-9	4.15	.68	9-10	4.19	.67	9
Expand role of school	4.18	.75	17-18	4.15	.63	9-10	4.16	.64	10
Social agencies cooperation	4.36	167	10-12	4.11	.63	11	4.14	.63	11
Improve public relations	4.36	.67	10-12	4.10	.64	12	4.13	.65	12
Use of community resources	4.55	.52	4-7	4.04	.72	14	4.09	.72	13
Participate in community affairs	4.36	.50	10-12	4.05	.71	13	4.08	.70	14
Involve senior citizens	4.55	.52	4-7	4.00	.85	16	4.06	.84	15
Communication with non-parents	4.18	.60	17-18	4.01	.80	15	4.03	.78	16
Use of volunteers	4.27	.65	13-16	3.97	.67	17	4.00	.67	17
Involved in community improvement	4.00	.63	19-21	3.88	.70	18	3.98	.69	18
Pre-school program	4.27	.65	13-16	3.81	.95	21	3.86	.93	19
Enrich instructional program	3.82	.60	26-28	3.86	.69	19	3.85	.68	20
Cooperation with business	3.91	.94	22-25	3.82	.76	20	3.83	.78	21
Citizens involved in decisions	3.91	.70	22-25	3.62	.76	22	3.65	.75	22
Meet needs of disadvantaged	3.82	.87	26-28	3.61	.91	23	3.63	.90	23
Stimulate civic projects	3.91	.70	22-25	3.57	.72	24	3.60	.72	24
Big Brother, YMCA, Scouts, etc.	4.00	.89	19-21	3.55	.83	25	3.59	.84	25
Involve minority groups	3.82	.87	26-28	3.41	.72	26	3.45	.74	26
Voter support	3.91	.70	22-25	3.39	.90	27	3.44	.89	27
School vandalism decrease	4.00	.63	19-21	3.07	1.00	28	3.17	1.01	28
Home visitations by staff	3.64	.92	29	3.01	.98	29	3.07	.99	29
Use of school libraries	3.45	.69	30	2.98	.95	30	3.03	.93	30

27	3.44	Since adopting community education, more voters have supported the public schools.
28	3.17	Since adopting community education, there has been a reduction in school vandalism.
29	3.07	Since adopting community education, home visitations by the school staff have increased.
30	3.03	Since adopting community education, the school libraries have become community libraries.

Rating of Individuals' and Groups' Support of Community Education

The null hupothesis tested for the difference between Regional University Community Education Center Directors and public school superintendents is

Ho 2 There will be no significant difference between the mean vectors on the rating of local supporters of community education as judged by Regional University Community Education Center Directors and public school superintendents from rural, suburban and urban school districts

Ho 2: $m_1 = m_2 = m_3 = m_4 = 0$

Table 4.3

RESULTS OF MULTIVARIATE TEST OF EQUALITY OF MEAN VECTORS BETWEEN 1) CENTER DIRECTORS 2) RURAL SUPERINTENDENTS 3) SUBURBAN SUPERINTENDENTS 4) URBAN SUPERINTENDENTS ON PERCEIVED LEVEL OF SUPPORT BY LOCAL GROUPS & INDIVIDUALS FOR COMMUNITY EDUCATION

N	DF	F	Probability
108	3 & 104	1.0722	0.3421
(1) N = 11	(2) N = 43	(3) N = 34	(4) N = 20

As seen in Table 4.3, the F ratio between the four groups indicates the significance probability to be 0.3421 which exceeds the established limits for significance. It

is concluded that there does not appear to be any statistically significant difference. Therefore, null hypothesis Ho 2 is not rejected.

Because there was no significant difference found between the mean vectors, there is no reason to look at the individual means.

The second research question on the mean ranking of the rating of individuals' and groups' support for community education is

RQ 2 What individuals and groups on the rating of local supporters of community education will have the highest and lowest mean rankings?

Table 4.4 indicates the mean scores on 25 ratings for the combined group range from a high of 4.29 to a low of 2.91. The standard deviation ranges from a low of .72 up to 1.08. The Spearman's coefficient of rank correlation is r = .65.

The top five mean rankings are

Rank	Mean	High Supporters
1	4.29	School board
2	4.09	Parents
3	3.96	Senior citizens
4	3.92	Civic organizations
5	3.89	Youth-serving organizations

The bottom five mean rankings are

Rank	Mean	Low Supporters
21	3.41	Non-parents
22	3.41	Community colleges
23	3.29	Television
24	3.26	Fraternal groups
25	2.91	Custodians

Table 4.4

MEAN, STANDARD DEVIATION AND RANKING BY REGIONAL CENTER DIRECTORS AND PUBLIC SCHOOL SUPERINTENDENTS ON LOCAL SUPPORTERS OF COMMUNITY EDUCATION

Individuals or Group	Directors N = 11			Superintendents N = 97			Combined N = 108		
	Mean	SD	Rank	Mean	SD	Rank	Mean	SD	Rank
School board	3.82	.60	10-12	4.34	.80	1	4.29	.80	1
Parents	4.27	.79	1	4.07	.84	2	4.09	.83	2
Senior citizens	4.09	.54	2-4	3.95	1.01	3	3.96	.96	3
Civic organizations	4.09	.70	2-4	3.90	.81	4	3.92	.80	4
Youth-serving organ.	4.09	.70	2-4	3.87	.81	5-6	3.89	.80	5
Newspaper	3.82	.60	10-12	3.86	.89	7	3.86	.87	6
Students	3.91	.70	6-9	3.83	.77	9	3.84	.76	7
Park & rec. agencies	3.45	1.13	18-20	3.87	.99	5-6	3.82	1.01	8
Middle income group	3.55	.69	16	3.84	.80	8	3.81	.79	9
Principals	3.82	.87	10-12	3.80	.82	11	3.80	.82	10
Public officials	4.00	.63	5	3.76	.75	12	3.79	.74	11
State department	3.45	.93	18-20	3.81	.86	10	3.77	.96	12
Low income group	3.91	.70	6-9	3.75	.86	13	3.76	.85	13
Church groups	3.73	.65	13-14	3.71	.76	15	3.71	.74	14
Business leaders	3.91	.70	6-9	3.67	.82	16	3.70	.81	15
University & college	3.45	.82	18-20	3.72	1.01	14	3.69	.98	16
Radio	3.91	.83	6-9	3.54	1.01	17	3.58	.99	17
Racial minority	3.64	.92	15	3.51	.93	18	3.53	.92	18
Teachers	3.09	.54	24	3.47	.72	19	3.43	.72	19-20
Higher income group	3.27	.79	22-23	3.45	.84	20	3.43	.83	19-20
Non-parents	3.36	.67	21	3.41	.83	22	3.41	.81	21-22
Community college	3.27	1.10	22-23	3.43	1.08	21	3.41	1.08	21-22
Television	3.73	.90	13-14	3.23	1.06	24	3.29	1.05	23
Fraternal groups	3.50	.71	17	3.24	.81	23	3.26	.80	24
Custodians	2.91	.70	25	2.90	.85	25	2.91	.83	25

Expressed Major Benefit

The research question relating to the major benefit from adopting community education is

RQ 3 What will be the Regional University Community Education Center Directors' and the public school superintendents' views on the major benefits of adopting community education?

Two open-end, short-answer questions were asked of the Regional University Community Education Center Directors: 1) What they felt was the major benefit of adopting community education? and 2) What they thought the public school superintendents would feel was the major benefit of adopting community education? The public school superintendents were asked what they felt was the major benefit of adopting community education.

The percentages in Table 4.5 show the diverse responses on the expressed major benefit of adopting community education. The highest percentage for the Regional University Community Education Center Directors is only 27% on "involvement and participation of citizens in decision making and community activities." Public school superintendents' highest percentage is only 32% on the "expansion and improvement of programs and services." On their perception of public school superintendents, the Center Directors felt that superintendents would feel "improved public relations and school image" would be the major benefit. The public school superintendents only expressed this viewpoint in 16.5% of the cases.

Table 4.5

RESULTS OF EXPRESSED MAJOR BENEFIT OF ADOPTING COMMUNITY EDUCATION BY REGIONAL CENTER DIRECTORS AND PUBLIC SCHOOL SUPERINTENDENTS

Coded Response	Center Directors Personal Perception		Center Directors Perception of School Supts.		School Supts. Personal Perception	
	N	%	N	%	N	%
Public relations & school image	2	18.2	8	72.7	16	16.5
Cooperation & coordination	1	9.1	-	-	5	5.2
Use of resources	2	18.2	-	-	14	14.4
Programs & services	-	-	2	18.2	31	32.0
Involvement in decision making	3	27.2	-	-	12	12.4
Community development	-	-	-	-	-	-
Curriculum & instruction	1	9.1	-	-	7	7.2
Increase financial support	-	-	1	9.1	-	-
Leadership development	2	18.2	-	-	3	3.1
NA	-	-	-	-	9	9.2
Total	11	100.0	11	100.0	97	100.0

Table 4.6

EXPRESSED SOURCES OF FINANCIAL SUPPORT FOR COMMUNITY EDUCATION BY R) RURAL S) SUBURBAN U) URBAN SCHOOL DISTRICTS

	Sources	First Source						Second Source						Third Source					
		R		S		U		R		S		U		R		S		U	
		N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
1.	School district	7	16	7	27	6	30	11	26	7	21	6	30	9	21	6	18	3	15
2.	Fees and charges	3	7	6	18	1	5	17	40	11	32	1	5	13	30	6	18	3	15
3.	Voluntary contributions	-	-	1	3	-	-	-	-	-	-	1	5	4	9	4	12	1	5
4.	Private foundations	2	5	-	-	2	10	7	16	2	6	2	10	4	9	5	15	-	-
5.	Federal government	2	5	2	6	6	30	1	2	1	3	1	5	3	7	2	6	1	5
6.	State government	26	61	11	32	4	20	3	7	7	21	2	10	1	2	3	9	2	10
7.	City government	-	-	1	3	-	-	1	2	1	3	3	15	1	2	-	-	2	10
8.	County government	-	-	1	3	-	-	-	-	1	3	2	10	-	-	1	3	-	-
9.	No Response	3	7	3	9	1	5	3	7	4	12	2	10	8	19	7	21	8	40
	Total	43		34		20		43		34		20		43		34		20	

Financial Sources and Support

The research question tested is

RQ 4 What are the major sources of financial support for community education?

As seen in Table 4.6, there is a tendency for rural school districts to rely upon state government for their primary source of financial support for community education. Suburban school districts tend to rely upon both state aid and school district funds. Urban districts have a tendency to rely upon both federal government and school district funds for their primary financial sources. The top four sources of financial support for community education in the school districts sampled are 1) state government 2) school district funds 3) fees and charges and 4) federal government.

A second research question also deals with financial support.

RQ 5 What will be the percentage of financial support allocated for community education when compared to the total school district budget?

The data in Table 4.7 show that rural school districts tend to allocate a greater percentage of their school district budget for community education than do suburban and urban school districts. The average percentage allocated for community education when compared to the total school district budget is 3.15% for rural districts, 2.74% for suburban districts and 0.64% for urban districts.

Table 4.7

COMPARISON OF AVERAGE SCHOOL DISTRICT BUDGETS AND AVERAGE COMMUNITY EDUCATION BUDGETS BY TYPE OF DISTRICT

N	Type of District	Average School District Budget	Average Community Education Budget	Average % Community Ed. of School District	Range % Community Ed. of School District
41	Rural	$ 1,954,000	$ 61,500	3.15	9.16 to 0.13
29	Suburban	6,192,000	170,000	2.74	7.22 to 0.05
17	Urban	40,590,000	263,400	0.64	3.04 to 0.04

Perceived Commitment and Support for Community Education

Research Question 6 deals with Regional University Community Education Center Directors' perception of the level of commitment and support in different types and sizes of school districts.

RQ 6 How will the Regional University Community Education Center Directors rank the level of commitment and support for community education by type and size of public school district?

The data in Table 4.8 indicates that in the opinion of the Regional University Community Education Center Directors school districts between 5,000 and 10,000 students (mean rank of 1) have the highest level of commitment and support for community education. The size and type of school district having the lowest mean rank on commitment and support for community education are urban districts over 40,00 students.

A second research question also deals with the level of support for community education.

RQ 7 Will public school superintendents recommend the implementation of community education by other public school districts?

Table 4.9 shows that 98% of public school superintendents sampled whose districts have adopted community education would recommend that other school districts implement community education. The Table also shows that the Regional University Community Education Center Directors perceive the high level of public school superintendents' commitment.

Table 4.8

MEAN, STANDARD DEVIATION AND RANKING BY REGIONAL CENTER DIRECTORS ON PERCEIVED COMMITMENT & SUPPORT OF SCHOOL DISTRICTS

Size & Type	Center Directors' Perceptions N = 11 Mean	SD	Rank
5,000 to 10,000 students	4.20	.42	1
Rural districts	4.18	.87	2
10,000 to 20,000 students	4.10	.57	3
Elementary schools	4.09	.54	4-5
2,000 to 5,000 students	4.09	.54	4-5
Junior highs	3.91	.54	6-7
High schools	3.91	.94	6-7
Suburban districts	3.90	.74	8
20,000 to 40,000 students	3.88	.83	9
Less than 2,000 students	3.82	.75	10
Urban districts	3.50	.85	11-12
Over 40,000 students	3.50	.93	11-12

Table 4.9

LEVEL OF PUBLIC SCHOOL SUPERINTENDENTS' SUPPORT OF COMMUNITY EDUCATION

Response	Superintendents' Support Level N	%	Directors' Estimate of Support Level N	%
Strongly Agree	63	65	6	55
Agree	32	33	5	45
Neutral	2	2	-	-
Disagree	-	-	-	-
Strongly Disagree	-	-	-	-
Total	97	100	11	100

Implementation and Adoption Levels

Research Question 8 deals with the implementation of community education.

RQ 8 What will be the level of community education implementation within the school districts sampled?

Table 4.10 shows that 60% of the superintendents feel that community education programs within their school district will be expanded. Twenty-two percent express the belief that community education is fully implemented within their school districts.

Table 4.10

EXPRESSED LEVEL OF IMPLEMENTATION OF COMMUNITY EDUCATION WITHIN SCHOOL DISTRICTS

Category	Combined		Rural		Suburban		Urban	
	N	%	N	%	N	%	N	%
Fully implemented	21	22	11	26	8	25	2	10
Will be expanded	58	60	27	63	16	50	15	75
Remain the same	8	8	4	9	4	13	-	-
Pilot or demonstration	5	5	1	3	3	9	1	5
Reduced or discontinued	3	3	-	-	1	3	2	10
No response	2	2	-	-	1	3	-	-
Total N	97		43		34		20	

The final research question is

RQ 9 What will be the adoption levels by type of district and type of school?

The data in Table 4.11 show the extent of adoption and compare adoption levels in elementary, junior high and high

Table 4.11

COMPARISON OF COMMUNITY EDUCATION ADOPTION LEVELS
BY TYPE OF DISTRICT AND TYPE OF SCHOOL

Type of District	Elementary			Junior High			High School		
	Total No.	Adopting Com.Ed.	Adoption Level %	Total No.	Adopting Com.Ed.	Adoption Level %	Total No.	Adopting Com.Ed.	Adoption Level %
Rural	173	144	83.3	47	42	89.4	49	47	95.9
Suburban	211	150	71.1	46	36	78.3	31	29	93.5
Urban	708	156	22.0	120	40	33.3	87	19	21.8
Combined	1092	450	41.2	213	118	55.4	167	95	56.9

Total Number of Schools	1,472
Total Number of Schools Adopting Community Education	663
Overall Adoption Level	45%

schools in rural, suburban and urban school districts. High schools have the highest adoption percentage (56.9%). The combined level of all schools, elementary, junior high and high school, shows that out of 1,472 schools, 663 or 45% have adopted community education.

Summary

The results of univariate analysis of variance for testing the difference in total mean scores between Regional University Community Education Center Directors and public school superintendents indicate a probability level of $P < .27$ which exceeds established limits for significance. It is concluded that there does not appear to be any statistically significant difference between perceptions of Regional University Community Education Center Directors and public school superintendents on items identified to assess consequences of adopting community education.

The ranking of mean scores on items to assess consequences of adopting community education shows a Spearman's coefficient of rank correlation in which $r = .85$ between Regional University Community Education Directors and public school superintendents. The highest positive ranking is the belief that since adopting community education, school facilities are used to a greater extent. The lowest ranking is the belief that since adopting community education, school libraries have become community libraries.

The results of multivariate test of equality of mean vectors between Regional University Community Education

Center Directors and public school superintendents from rural, suburban and urban districts on local individuals' and groups' perceived level of support for community education indicate a probability level that exceeds established limits for significance ($P < .34$). It is, therefore, concluded that there does not appear to be any statistically significant difference between mean vector levels of the four groups' perceptions of local individuals' and groups' level of support for community education.

The ranking of mean scores of individuals and groups on their level of support for community education shows a Spearman's coefficient of rank correlation in which $r = .65$ between Regional University Community Education Center Directors and public school superintendents. The highest positive ranking group is school boards. The lowest ranking group is custodians.

There are diverse responses on the expressed major benefit of adopting community education. The highest percentage for Regional University Community Education Center Directors is 27% on "involvement and participation of citizens in decision making and community activities." Public school superintendents' highest percentage is 32% on "expansion and improvement of programs and services."

It was found that the top four sources of financial support for community education in school districts samples are 1) state government 2) school districts 3) fees and charges and 4) federal government. The results also show

that rural school districts tend to allocate a greater percentage of their school district budgets for community education than do suburban and urban school districts.

In the opinion of the Regional University Community Education Center Directors, school districts between 5,000 and 10,000 students have the highest level of commitment and support for community education. The size and type of school district they perceived to have the lowest commitment and support for community are large urban districts of over 40,000 students.

The data also show that public school superintendents' support of community education is very high. Ninety-eight percent of the public school superintendents sampled would recommend the implementation of community education by other public school districts. Sixty percent of the superintendents sampled feel that community education within their school districts will be expanded and 22% express the belief that community education is fully implemented within their school districts.

A comparison of the adoption level of community education by type of district and type of school shows that high schools have the highest adoption percentage (56.9%). Approximately 45% of all elementary, junior high and high schools in the districts sampled have adopted community education.

CHAPTER V

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Summary

During the last decade, the process of change and innovation in education has been receiving increasing attention. Many innovations are being promoted and adopted in educational institutions; but as researchers have discovered, the consequence of adopting these innovations is little alteration in the structure and function of education.

Community education is an educational innovation being widely promoted and diffused. The promotional efforts are based almost entirely on the assumed benefits a community receives from its adoption. But there has been little systematic assessment of community education and almost none on the consequences of its adoption.

The purpose of this study is to examine and compare perceptions of Regional University Community Education Center Directors and public school superintendents whose school districts have adopted community education and been in operation over two years, but less than five years. It assesses and documents the consequences of adopting community education as perceived by these two groups.

The study is designed to sample these two major populations

involved in community education's implementation and adoption process. The Regional University Community Education Center Director's primary concern is directing his Center's promotion and training efforts to assist local school districts in implementing and adopting community education. Public school superintendents are also key figures in the adoption process. Studies have shown that unless a superintendent gives an innovation his attention and actively promotes it, the innovation will have little chance of succeeding.

The questionnaire was developed in three major sections. Section I is based on topic areas considered to be the consequences of adopting community education. Section II is devoted to rating local individuals and groups on their support for community education. Section III provides an indication of the type and size of community education programs and information on sources of financial support. The questionnaire was administered to the Regional University Community Education Center Directors and mailed to the public school superintendents.

The data was analyzed with the assistance of the Michigan State University, College of Education, Research Consultation Office. The statistical techniques used include a basic statistics program, univariate analysis of variance, multivariate test of equality of mean vectors and Spearman's coefficient of rank correlation.

Conclusions

Analysis of the data provides the following conclusions:

1) There is no statistically significant difference between perceptions of Regional University Community Education Center Directors and public school superintendents on items identified to assess consequences of adopting community education. Both groups appear to perceive the same consequences of adopting community education.

2) The highest positive ranking consequence of adopting community education is the belief that school facilities are used to a greater extent. The lowest ranking consequence of adopting community education is the belief that school libraries have become community libraries.

3) There is no statistically significant difference between perceptions of Regional University Community Education Center Directors and public school superintendents on local individuals' and groups' perceived level of support for community education. Both groups appear to perceive the same support levels of local individuals and groups for community education.

4) The highest positive ranking group for support of community education is the school board. The lowest ranking group for supporting community education is custodians.

5) There are diverse responses on the expressed major benefit of adopting community education. The highest percentage for the Regional University Community Education Center Directors is 27% on "involvement and participation of citizens in decision-making and community activities." The public school superintendents' highest percentage is 32% on the "expansion and improvement of programs and services."

6) The top four sources of financial support for community education in school districts sampled are 1) state government 2) school district 3) fees and charges and 4) federal government. Data show rural school districts tend to allocate a greater percentage of the school district budget for community education than do suburban and urban school districts.

7) In the opinion of the Regional University Community Education Center Directors, school districts between 5,000 and 10,000 students have the highest level of support for community education. The size and type of school district they perceived to have the lowest commitment and support for community education are urban districts over 40,000 students.

8) Public school superintendents express a very high level of support for community education within their school districts. Ninety-eight percent of those sampled would recommend other school districts adopt community education.

9) In the school districts sampled, the present adoption

rate for all types of schools, elementary, junior high and high school, is approximately 45%.

Discussion

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

Consequence Variables

The study appears to document the fact that community education is generally perceived by the two sampled groups as accomplishing what a review of the literature maintains it does accomplish. The results show that statistically there is no significant difference between the perceptions of Regional University Community Education Center Directors and public school superintendents on the consequences of adopting community education identified in the questionnaire. Because community education is promoted on its assumed benefits, the study seems to document that there is no significant difference in perceptions of community education's accomplishments between those promoting the process and those implementing the process.

The study focuses on consequences, not on goals and objectives; but it may provide possible insights about goals and objectives. If some of community education's goals and objectives are assumed to be

1) greater utilization of school facilities
2) increased learning, social and recreational opportunities for all ages
3) improved public opinion toward the schools

then the results of the study show that they are perceived as having a high level of accomplishment. But if some of the goals and objectives of community education are assumed to be

1) increased home visitations by school staff
2) increased voter support
3) reduction of school vandalism
4) increased involvement of minority groups in community affairs

then the results show that they are perceived as having a lower level of accomplishment.

This study does not determine the Regional University Community Education Center Directors' and public school superintendents' agreement on community education's goals and objectives. The diverse response to the question of community education's major benefit indicates a wide scope in perceived goals and objectives. It is recommended that a study be designed to assess community education's goals and objectives. It is further recommended that once the goals and objectives are determined, objective measurements and guidelines be developed to evaluate community education's consequences.

Supporter Variables

The study appears to document local individuals' and groups' support for community education. The results of the study show that statistically there is no significant difference between the perceptions of Regional University Community Education Center Directors and public school superintendents

on local individual's and groups' level of support for community education. This finding tends to support the generalization made by other researchers that support for innovations is often outside the school. Analysis of the data shows that the groups having the highest perceived level of support for community education are school boards, parents, senior citizens, civic organizations and youth-serving organizations. In the overall ranking of the 25 individuals and groups, principals ranked tenth, teachers twentieth and custodians twenty-fifth.

Although there is overall agreement between the two groups sampled on the 25 individuals and groups on the Spearman's coefficient of rank correlation ($r = .65$), there are several groups on which there is a low level of agreement. Public school superintendents sampled rank school board's support for community education first, whereas the Regional University Community Education Center Directors rank them eleventh. This disperity may be an indication that the Center Directors tend to underestimate the support of the school board in adopting innovations.

The other major group on which there is low agreement is park and recreation agencies. The superintendents rank them fifth and sixth, whereas the Center Directors rank them nineteenth. This disperity may indicate Center Directors may tend to perceive some role conflict with park and recreation agencies because recreation is one of the components of community education.

This study does not give a clear picture of local

individuals' and groups' influence on adopting community education. It focuses on perceived support levels, not on active participation and support. It is recommended that a study be designed to determine local individuals' and groups' active influence in the various stages of the change process. It is further recommended that a longitudinal study be done to determine changes in attitudes over a period of time.

Financial Source Variables

Analysis of the data does not give a clear indication of the sources of financial support for community education. The public school districts sampled include many districts in states having passed legislation to reimburse portions of community education program expenses. The study does not focus on states or regions, and therefore, state and regional differences are not determined. It is recommended that a study be designed to determine regional differences and their effects on the financial base of community education.

District Size and Population Variables

Results of the study show that there is no statistically significant difference between the support levels of rural, suburban and urban public school superintendents for community education. But data on perceptions of the Regional University Community Education Center Directors and on adoption levels seem to indicate that there are differences in the ease of implementation and adoption of community education in different types of districts and with different

sizes of student populations. It is recommended that a study be designed to determine the differences in each type of district and size of student population.

Recommendations

The results and implications of the study suggest further areas of study. It is recommended that studies be designed

1) to assess community education's goals and objectives.

2) to develop objective longitudinal measurements and guidelines to evaluate community education's consequences.

3) to determine local individuals' and groups' active influence in the various stages of implementing and adopting community education.

4) to determine changes in individuals' and groups' awareness and attitudes over the periods of community education's initiation, implementation and adoption.

5) to determine regional and state differences and their effect on community education's financial base.

6) to determine the differences in the ease of implementing and adopting community education in different types of school districts and sizes of student populations.

7) to compare educational differences between school districts with community education programs and school districts without community education programs.

8) to replicate the study with a smaller sample using in-depth interviews.

9) to replicate the study with a population sample of school board members, principals, teachers and community education experts in higher education.

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APPENDICES

APPENDIX A

Regional University Community Education Centers

APPENDIX A

REGIONAL UNIVERSITY COMMUNITY EDUCATION CENTERS FUNDED PARTIALLY BY THE C. S. MOTT FOUNDATION DURING 1970-71

The eleven Directors (A through K) were the selected population used in this study.

The eight Directors with an (*) were selected to nominate the sample population of public school superintendents.

A Dr. Tony S. Carrillo - Director, California Center for Community School Development, San Jose State College.

B Dr. Roland Frank - Director, Northeast Community School Development Center, Eastern Conneticut State College.

C *Dr. Israel Heaton - Director, Regional Center for Community Education, Brigham Young University.

D Larry L. Horyna - Director, Northwest Community Education Development Center, University of Oregon.

E *Dr. V. M. (Bill) Kerensky - Director, Center for Community Education, Florida Atlantic University; and President, National Community School Education Association, 1970-71.

F *Ben Martin - Community School Consultant, Department of Education, Northern Michigan University

G *Dr. Gerald Martin - Director, Community School Development Center, Western Michigan University.

H *Thomas Mayhew - Director Southwest Regional Center for Community School Development, Arizona State University.

I *Dr. Jack D. Minzey - Director, Center for Community School Development, Eastern Michigan University

J *Hugh Rohrer - Director of Community Education, Alma College.

K * Dr. Curtis VanVoorhees - Director, Institute for Community Education Development, Ball State University. (After September, 1971, new Director - Dr. Joe Rawlings.)

New Center funded as of April 15, 1971

University of Alabama in Birmingham - Dr. Delbert Long, Director, Center for Community Education.

New Centers funded as of July 1, 1971

Texas A & M University - Dr. Robert Berridge, Director, Center for Community Education

University of Virginia - Dr. Robert T. Frossard, Director, Center for Community Education

Proposed Cooperating Centers funded as of July 1, 1971

Miami of Ohio
University of Wyoming
Seattle Pacific College
San Fernando Valley State College
University of Georgia
University of Northern Colorado

APPENDIX B

Letters to Public School Superintendents

The Mott Foundation Projects

510 MOTT FOUNDATION BLDG
FLINT, MICHIGAN 48502

UG PROCUNIER
ECTOR, TRAINING AND DISSEMINATION

TELEPHONE 232-9500

June 4, 1971

Dear _____

Your school district has been nominated by (name) University Community Education Center to participate in a national study to assess the consequences of adopting comunity education. You are in a position to provide valuable information on what you perceive as the consequences of having adopted community education in your school district.

At present, your district is one of approximately 300 school districts in the nation which have adopted community education. With the struggle for public and private funds becoming more serious each year, there is an increasing need to assess the values received from programs, especially comprehensive programs such as community education.

For this reason, we are undertaking an administrative assessment to determine if community education does what it is supposed to do. We need your honest and frank opinions on the enclosed questionnaire. Please take 15 minutes to answer the questionnaire, place it in the enclosed stamped envelope and put it in the mail.

An abstract of the study will be mailed to you. If you have any questions about the study, please call (name) University Community Education Center.

Your valuable assistance is appreciated.

Sincerely,

Larry E. Decker
Mott Intern
Michigan State University

Douglas M. Procunier, Director
Training & Dissemination Division
Mott Foundation Projects

The Mott Foundation Projects

510 MOTT FOUNDATION BLDG.
FLINT, MICHIGAN 48502

UG PROCUNIER
ECTOR, TRAINING AND DISSEMINATION

TELEPHONE 232-9500

June 30, 1971

_____
_____
_____
_____
_____

Dear _____

Attached is a copy of the questionnaire mailed to you on June 4. Although the response from school superintendents has been good, we need your response to help assure that your area is adequately represented.

The results of the study will provide assessment guidelines for existing community education programs and will be of particular value to school districts starting community education.

The results of the study will be reported in composite form only. Individual names and school districts will not be identified. An abstract of the study will be mailed to you.

You were nominated for the selective mailed questionnaire to gain your opinions on what you believe are the consequences of adopting community education in your school district. (superintendent's name), your experience and perceptions would be a valuable contribution to the study. We hope that you will take fifteen minutes to complete the questionnaire and return it in the enclosed stamped envelope.

Thank you for your cooperation.

Sincerely,

Larry E. Decker
Mott Intern
Michigan State University

Douglas M. Procunier, Director
Training & Dissemination Division
Mott Foundation Projects

APPENDIX C

Public School Superintendents
Administrative Assessment Questionnaire

ADMINISTRATIVE ASSESSMENT OF THE CONSEQUENCES OF ADOPTING COMMUNITY EDUCATION

INSTRUCTIONS: The following statements attempt to identify some major consequences of a comprehensive community education program for public schools. To each of the following statements give your perception of the consequences of community education in your school district.

Please do not sign your name. The information will be reported in composite form; individual school districts will not be identified.

RATING SCALE

SD Strongly Disagree | D Disagree | N Neutral | A Agree | SA Strongly Agree

A-1	Since adopting community education, there has been an improvement in public opinion toward the schools.	SD	D	N	A	SA
A-2	Since adopting community education, cooperation between schools and other local social agencies has been apparently increased.	SD	D	N	A	SA
A-3	Since adopting community education, school facilities have not been used by more community groups and organizations.	SD	D	N	A	SA
A-4	Since adopting community education, the school district has made greater use of community resources.	SD	D	N	A	SA
A-5	Since adopting community education, there has been an increase in the number of learning opportunities offered to all ages.	SD	D	N	A	SA
A-6	Since adopting community education, more voters have supported the public schools.	SD	D	N	A	SA
A-7	Since adopting community education, cooperation between the schools and businesses in the area has not improved.	SD	D	N	A	SA
A-8	Since adopting community education, a number of local citizens have become involved in the schools' decision-making process.	SD	D	N	A	SA

	SD Strongly Disagree	D Disagree	N Neutral	A Agree	SA Strongly Agree

A-9	Since adopting community education, more senior citizens have been involved in school programs.	SD	D	N	A	SA
A-10	Since adopting community education, the public schools have increased their involvement in community improvement.	SD	D	N	A	SA
A-11	Since adopting community education, citizen participation in community activities has not increased.	SD	D	N	A	SA
A-12	Since adopting community education, the regular instructional program has deteriorated.	SD	D	N	A	SA
A-13	Since adopting community education, school facilities are used to a greater extent.	SD	D	N	A	SA
A-14	Since adopting community education, home visitations by the school staff have not increased.	SD	D	N	A	SA
A-15	Community education has expanded the role of the public school in community activities.	SD	D	N	A	SA
A-16	Local citizens advisory groups are not a part of community education.	SD	D	N	A	SA
A-17	Since adopting community education, there has been an increase in the number of programs for pre-school children.	SD	D	N	A	SA
A-18	Since adopting community education, there has been increased communication with citizens who do not have children in the schools.	SD	D	N	A	SA
A-19	Since adopting community education, there has not been a reduction in school vandalism.	SD	D	N	A	SA
A-20	Community education has stimulated citizen participation in civic projects.	SD	D	N	A	SA

SD Strongly Disagree	D Disagree	N Neutral	A Agree	SA Strongly Agree

A-21	Since adopting community education, there has been increased involvement of minority groups in community affairs.	SD	D	N	A	SA
A-22	Since adopting community education, programs such as Big Brother, Big Sister, YWCA, YMCA, Scouts, etc., have not been expanded or initiated.	SD	D	N	A	SA
A-23	Since adopting community education, there has not been increased use of volunteers.	SD	D	N	A	SA
A-24	Since adopting community education, social and recreational enrichment activities for teenagers have not increased.	SD	D	N	A	SA
A-25	Since adopting community education, there has been enrichment and/or improvement of regular instructional programs.	SD	D	N	A	SA
A-26	Since adopting community education, continuing and adult education activities have not increased.	SD	D	N	A	SA
A-27	Since adopting community education, the school libraries have become community libraries.	SD	D	N	A	SA
A-28	Since adopting community education, the schools' public relations have improved.	SD	D	N	A	SA
A-29	One of the reasons community education was adopted was to help meet the needs and wants of the disadvantaged.	SD	D	N	A	SA
A-30	I recommend other school districts implement community education.	SD	D	N	A	SA

Please rate the following individuals and groups as you view their support for community education in your school district.

		RATING SCALE (Circle one)				
		VL	L	M	H	VH
		Very Low	Low	Moderate	High	Very High
B-1	School Board	VL	L	M	H	VH
B-2	Teachers	VL	L	M	H	VH
B-3	Custodians	VL	L	M	H	VH
B-4	Students	VL	L	M	H	VH
B-5	University and College	VL	L	M	H	VH
B-6	Principals	VL	L	M	H	VH
B-7	Business Leaders	VL	L	M	H	VH
B-8	Parents	VL	L	M	H	VH
B-9	Civic Organizations	VL	L	M	H	VH
B-10	Public Officials	VL	L	M	H	VH
B-11	Church Groups	VL	L	M	H	VH
B-12	Senior Citizens	VL	L	M	H	VH
B-13	State Department	VL	L	M	H	VH
B-14	Newspaper	VL	L	M	H	VH
B-15	Television	VL	L	M	H	VH
B-16	Radio	VL	L	M	H	VH
B-17	Community College	VL	L	M	H	VH
B-18	Racial Minority	VL	L	M	H	VH
B-19	Higher Income Group	VL	L	M	H	VH
B-20	Middle Income Group	VL	L	M	H	VH
B-21	Low Income Group	VL	L	M	H	VH
B-22	Fraternal Groups	VL	L	M	H	VH
B-23	Non-Parents	VL	L	M	H	VH
B-24	Youth-Serving Organizations	VL	L	M	H	VH
B-25	Park and Recreation Agencies	VL	L	M	H	VH

C-1 I feel that community education is: (Check One)
____fully implemented and accepted in our school district.
____will be expanded throughout the schools is our district.
____will remain about the same.
____will continue as a pilot or demonstration program until further evidence is available on its success.
____will be reduced or discontinued.

C-2 Please indicate approximately the number of people who have primary responsibilities for the operation or administration of your school district's community education program.
____full-time coordinators
____part-time coordinators
____full-time building level directors
____part-time building level directors
____non-paid or volunteer staff

C-3 Our school district can be generally classified as:
____primarily rural
____primarily suburban
____primarily urban

C-4 Draw a line through the grades included in your school system.
K 1 2 3 4 5 6 7 8 9 10 11 12 13 14

C-5 Please indicate the number of students in your school system.
____less than 2,000
____between 2,000 and 5,000
____between 5,000 and 10,000
____between 10,000 and 20,000
____between 20,000 and 40,000
____over 40,000

C-6 Please indicate the approximate amount of your:
a. School District Budget $_____
b. Community Education Budget $_____

C-7 Please indicate the approximate percentage of financial support for your community education program from:
____% school district tax funds
____% fees and charges
____% voluntary community contributions
____% private foundations
____% federal government
____% state government
____% city government
____% county government
____% other (specify)_____

C-8 Please indicate the number of the following types of schools in your district.
____elementary schools
____junior high or middle schools
____high schools
____other (specify) _____

C-9 Please indicate how many of the number indicated above in Question C-8 have adopted community education.
____elementary schools
____junior high or middle schools
____high schools
____other (specify) _____

C-10 What do you feel is the major benefit of adopting community education in your school district?

_____

_____

_____

THANK YOU! WE APPRECIATE YOUR VALUABLE ASSISTANCE!

Larry E. Decker, Mott Intern, Michigan State University
Douglas M. Procunier, Mott Foundation Projects

Please place questionnaire in
the envelope provided and mail:

RETURN ADDRESS:

Mott Leadership Center
1017 Avon Street
Flint, Michigan 48503

APPENDIX D

Regional University Community Education Center Directors Administrative Assessment Questionnaire

ADMINISTRATIVE ASSESSMENT OF THE CONSEQUENCES OF ADOPTING COMMUNITY EDUCATION

INSTRUCTIONS: The following statements attempt to identify some major consequence of a comprehensive community education program for public schools. To each of the statements give your perception of what community education is generally accomplishing in the service area of your Regional Community Education Center.

We realize that variations from school district to school district may be great, but we feel you are the only one in a position to give an expert assessment of the overall consequences of community education in your service area.

Answer the questionnaire as you think it relates to community education programs in your service area which have been in operation over 2 years but less than 5 years.

The information will be reported only in composite form; individual Centers will not be identified.

RATING SCALE

Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
SD	D	N	A	SA

		Circle one				
A-1	Since adopting community education, there has been an improvement in public opinion toward the schools.	SD	D	N	A	SA
A-2	Since adopting community education, cooperation between schools and other local social agencies has been apparently increased.	SD	D	N	A	SA
A-3	Since adopting community education, school facilities have not been used by more community groups and organizations.	SD	D	N	A	SA
A-4	Since adopting community education, an increase in the number of learning opportunities offered to all ages has occurred.	SD	D	N	A	SA
A-5	Since adopting community education, the school districts have made greater use of community resources.	SD	D	N	A	SA
A-6	Since adopting community education, more voters have supported the public schools.	SD	D	N	A	SA

A-7	Since adopting community education, cooperation between the school districts and businessess has not improved.	SD	D	N	A	SA
A-8	Since adopting community education, a number of local citizens have become involved in the schools' decision making process.	SD	D	N	A	SA
A-9	Since adopting community education, more senior citizens have been involved in school programs.	SD	D	N	A	SA
A-10	Since adopting community education, the public schools have increased their involvement in community improvement.	SD	D	N	A	SA
A-11	Since adopting community education, citizen participation in community activities has not increased.	SD	D	N	A	SA
A-12	Since adopting community education, the regular instructional program has deteriorated.	SD	D	N	A	SA
A-13	Since adopting community education, school facilities are used to a greater extent.	SD	D	N	A	SA
A-14	Since adopting community education, home visitations by the school staff have not increased.	SD	D	N	A	SA
A-15	Community education has expanded the role of the public schools in community activities.	SD	D	N	A	SA
A-16	Local citizens advisory groups are not a part of community education.	SD	D	N	A	SA
A-17	Since adopting community education, there has been an increase in the number of programs for pre-school children.	SD	D	N	A	SA
A-18	Since adopting community education, there has been increased communication with citizens who do not have children in the schools.	SD	D	N	A	SA
A-19	Since adopting community education, there has not been a reduction in school vandalism.	SD	D	N	A	SA

A-20	Community education has stimulated citizen participation in civic projects.	SD	D	N	A	SA
A-21	Since adopting community education, there has been increased involvement of minority groups in community affairs.	SD	D	N	A	SA
A-22	Since adopting community education, programs such as Big Brother, Big Sister, YMCA, YWCA, Scouts, etc. have <u>not</u> be expanded or initiated.	SD	D	N	A	SA
A-23	Since adopting community education, there has <u>not</u> been increased use of volunteers.	SD	D	N	A	SA
A-24	Since adopting community education, social and recreational enrichment activities for teenagers have <u>not</u> increased.	SD	D	N	A	SA
A-25	Since adopting community education, there has been enrichment and.or improvement of regular instructional programs.	SD	D	N	A	SA
A-26	Since adopting community education, continuing and adult education activities have <u>not</u> increased.	SD	D	N	A	SA
A-27	Since adopting community education, the school libraries have become community libraries.	SD	D	N	A	SA
A-28	Since adopting community education, the schools public relations have improved.	SD	D	N	A	SA
A-29	One of the reasons community education was adopted was to help meet the needs and wants of the disadvantaged.	SD	D	N	A	SA
A-30	I think school superintendents whose districts have adopted community education recommend other school districts implement community education.	SD	D	N	A	SA

Please rate the following individuals and groups as you view their support for community education in the school districts in your Center's service area.

RATING SCALE

VL	L	M	H	VH
Very Low	Low	Moderate	High	Very High

		Circle one				
B-1	School Boards	VL	L	M	H	VH
B-2	Teachers	VL	L	M	H	VH
B-3	Custodians	VL	L	M	H	VH
B-4	Students	VL	L	M	H	VH
B-5	University and College	VL	L	M	H	VH
B-6	Principals	VL	L	M	H	VH
B-7	Business Leaders	VL	L	M	H	VH
B-8	Parents	VL	L	M	H	VH
B-9	Civic Organizations	VL	L	M	H	VH
B-10	Public Officials	VL	L	M	H	VH
B-11	Church Groups	VL	L	M	H	VH
B-12	Senior Citizens	VL	L	M	H	VH
B-13	State Department	VL	L	M	H	VH
B-14	Newspapers	VL	L	M	H	VH
B-15	Television	VL	L	M	H	VH
B-16	Radio	VL	L	M	H	VH
B-17	Community Colleges	VL	L	M	H	VH
B-18	Racial Minorities	VL	L	M	H	VH
B-19	Higher Income Group	VL	L	M	H	VH
B-20	Middle Income Group	VL	L	M	H	VH
B-21	Low Income Group	VL	L	M	H	VH
B-22	Fraternal Groups	VL	L	M	H	VH
B-23	Non-Parents	VL	L	M	H	VH
B-24	Youth-Serving Organizations	VL	L	M	H	VH
B-25	Park and Recreation Agencies	VL	L	M	H	VH

Please rate the following as you view their level of support and commitment after adopting community education. (Remember only in school districts whose programs are over 2 years but less than 5 years old.)

RATING SCALE

VL Very Low	L Low	M Moderate	H High	VH Very High

		Circle one				
C-1	Elementary Schools	VL	L	M	H	VH
C-2	Junior High or Middle Schools	VL	L	M	H	VH
C-3	High Schools	VL	L	M	H	VH
C-4	Primarily Rural Districts	VL	L	M	H	VH
C-5	Primarily Suburban Districts	VL	L	M	H	VH
C-6	Primarily Urban Districts	VL	L	M	H	VH
C-7	Districts less than 2,000 students	VL	L	M	H	VH
C-8	Districts betw. 2,000 & 5,000 students	VL	L	M	H	VH
C-9	Districts betw. 5,000 & 10,000 students	VL	L	M	H	VH
C-10	Districts betw. 10,000 & 20,000 students	VL	L	M	H	VH
C-11	Districts betw. 20,000 & 40,000 students	VL	L	M	H	VH
C-12	Districts over 40,000 students	VL	L	M	H	VH

D-1 What do you feel is the major benefit of adopting community education?

D-2 What do you think public school superintendents feel is the major benefit of adopting community education?

THANK YOU! WE APPRECIATE YOUR VALUABLE ASSISTANCE!

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