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THE COMMUNITY SCHOOL COUNCIL:
FUNCTIONS, CHARACTERISTICS
AND ISSUES

Thesis for the Degree of Ph. D.
MICHIGAN STATE UNIVERSITY
GEORGE J. WOONS
1972



This is to certify that the
thesis entitled
THE COMMUNITY SCHOOL COUNCIL:
Functions, Characteristics
and Issues
presented by

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has been accepted towards fulfillment
of the requirements for

Ph.D degree in Secondary Education
and Curriculum

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Date May 3, 1972



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ABSTRACT

THE COMMUNITY SCHOOL COUNCIL: FUNCTIONS, CHARACTERISTICS, AND ISSUES

By

George J. Woons

Purpose of the Study

The primary purpose of the study was to establish guidelines for the adoption and implementation of community school councils. Concomitant purposes were: (1) to determine the functions and characteristics of community school councils, and (2) to identify some issues pertaining to the establishment of community school councils.

The sample for this study was composed on one hundred and sixty persons. They consisted of forty persons from each of the following groups; school superintendents, community school directors, elementary principals, and lay citizens. These people were selected at random from school districts from those receiving community school funding in Michigan from the state in fiscal year 1971. One hundred and eighteen of the one hundred and sixty surveyed responded forming the experimental sample.

One major hypothesis was developed and subsequently tested statistically using a one-way analysis of variance. Six sub-hypotheses were developed and tested between groups using the Scheffé technique.

Major Findings

It was determined that there was a significant difference among the groups on fifteen of the thirty-four items on the questionnaire. Eight of these items pertained to the council's characteristics, and seven dealt with council functions.

Scheffé comparisons between the four groups revealed there were no significant differences when a fifty percent criterion for rejection was employed. Differences, or issues were identifiable, however, and existed primarily between the perceptions of the three administrative groups surveyed and the lay citizens. The .05 level of significance was employed in testing for significance.

As a result of the review of the literature, as well as an analysis of survey results, recommendations for the establishment and implementation of community school councils were established.

Councils should consist of a braod, representative community membership. In size, they should be between 15 and 20 members.

The terms of members should expire with no more than one third of the council membership being replaced at one time. The presiding officer of the council should be a lay citizen.

All councils should adopt by-laws, or have a written agreement with the board of education. Council functions and characteristics should be determined by the needs of the community, and should be clearly outlined in the by-laws.

Council meetings should be held on a regular basis during the school year only. Written agendas should be mailed to council members prior to the meeting.

Councils should reach decisions either by vote, or by consensus opinion. The method that is chosen should be determined when the council is formed.

School districts should consider a district-wide council when the community education program is in its formative stages. Building councils can be established as the program is developed and refined.

School employees should not outnumber lay citizens on the council. School administrators (e.g., community school directors and principals) should not have voting privileges.

All council activities should be consistent with current board of education policy.

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George J. Woons

A THESIS

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

DOCTOR OF PHILOSOPHY

Department of Secondary Education and Curriculum

1972

ACKNOWLEDGMENTS

My sincerest thanks to Dr. Charles Blackman, chairman of my dissertation committee, for the guidance and patience he extended me prior to and during the preparation of this study. Appreciation also is extended to Dr. Richard Featherstone and Dr. Everett Rogers, committee members, for their assistance and direction given on my doctoral program.

Appreciation is also extended to the Charles Stewart Mott Foundation for providing me with the most rewarding year of my professional career as a Mott Intern. A special thanks to Dr. Clyde Campbell, my Mott Advisor, committee member, and friend, for his constant support and encouragement.

I thank my fellow Michigan State Mott Interns, Dr. James Coleman, Dr. Larry Decker, Dr. Homer Kearns, Dr. Arnold Munoz, Douglas Lund, Gene McFadden, Jeffrey Moss and Phil Sheridan, who offered me friendship and inspiration.

Most of all to my wife, Beverly, and my children George Jr. and Lisa, who haven't had much time with their husband and father this past year. The understanding and persistent encouragement they provided made the effort a worthwhile endeavor.

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CHAPTER I

THE PROBLEM

The nature of the community largely determines what goes on in the school. Therefore to attempt to divorce the school from the community is to engage in unrealistic thinking, which might lead to policies that could wreck havoc with the school and the lives of children. The community and the school are inseparable.

James B. Conant

Introduction

Community involvement in American Education has taken many forms throughout the years. For example, participation in school committees, study groups and task forces has been the subject of public debate over the years.

These citizens' committees, which may be identified by many names, one of which is the community school council, seem to be emerging as a vehicle of response to public concern about education and the development of a concept in which the school and community work closely together. This viewpoint is clearly stated by Callahan.

In a society such as ours the formation of groups is inevitable. Moreover it is evident that very many of them have contributed to human welfare. However, the public schools, because they are public, are inevitably affected by

public opinion and by public pressure. The question, then, is not one of doing away with pressure groups since this would be possible only in a totalitarian state, but rather one of how they should function in a democracy.¹

It then appears reasonable to proceed on the assumption that there will be involvement by the citizenry. One form of involvement is the focus of this study, namely, the community school council, the role they have in community education programs, and its linkage with the total educational needs of the community.

It should be noted that the community school council differs from a P.T.A. Council in that the community school council will address itself to the total educational needs of a community, not just those of the K-12 program.

Purpose of the Study

The importance of involvement of the layman in the development and operation of community education programs seems to be generally accepted by community educators. Community educators, as well as citizens, have often discussed the role the public should have in community education programs.

¹Raymond E. Callahan, An Introduction to Education in American Society, New York: Alfred A. Knopf, 1960, p. 152.

The primary purpose of this study was to establish guidelines for the implementation and operation of community school councils.

A second purpose was to identify some issues regarding community school councils. These issues were identified by perceived differences reported from the four groups surveyed.

The four groups surveyed include: school superintendents, community school directors, elementary principals and lay citizens.

A portion of this study also addressed itself to the conflicting viewpoints of these four groups. Another purpose of this study was to explore the functions and characteristics of community school councils.

Significance

Much of the current literature suggests that good schools exist only in communities that are aware of them, are involved with them, and support them. Current literature also suggests that these conditions occur when teachers and administrators have varied contacts in the community. The relationship that results is not a one-way relationship. The educator does not tell the people in the community what is good for them, nor does the community dictate what should be taught in the school. A

spirit of cooperation is suggested in which two-way communication is essential.

Albert Shanker, President of the United Federation of Teachers in New York says:

We should support increased local participation. We should support it because it is an administrative necessity and it enhances the dignity of the participants to be democratically involved in doing something for themselves instead of having something done to or for them.²

Dr. Clyde M. Campbell made this observation about citizen participation:

The layman doesn't ask whether immorality, delinquency, and crime are educational problems, police issues, social agency responsibilities or so on ad infinitum; his concern is what is happening and why, and what can be done to prevent a progressive deterioration in their social development. To say it another way, the specialist often gets caught up into all kinds of bureaucratic operations--power struggles, jurisdictional disputes, political machinations and the like that the public-spirited citizen with clear mind may avoid. Because the layman is free from disconcerting emotional entanglements, he often is able to cut straight through to the heart of a problem and probe vigorously for his solution.³

Campbell further states:

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

²Albert Shanker, "Education in the Ghetto," Saturday Review, January 11, 1969, p. 61.

³Dr. Clyde M. Campbell, The Community School and Its Administration, October, 1964, p. 3.

What people become depends on how people have lived in their communities.⁴

If the above quotations are valid observations concerning contemporary public education, perhaps educators should closely analyze their relationship with the community. Most current literature suggests that an active participation by the community is of paramount importance for a successful school program.

This study has significance in several areas. First, it established guidelines for the implementation and operation of community school councils. It identified issues relevant to community school councils as perceived by the four groups listed above. It also pointed out the linkage that the council should have with the community school program.

These factors are considered to be significant in one of two ways. This study provides school districts with guidelines for the initiation and operation of councils when developing community education programs. It also aids districts that have existing community education programs and/or councils to evaluate them in light of the research and guidelines resulting from this study.

Methodology

This study, by design, was a descriptive survey. It includes a descriptive analysis of the development of

⁴Ibid., p. 3.

lay participation up to and including community school councils.

A selected review of the literature as it pertains to community school councils has a significant role in the study. This review, along with data collected by means of the questionnaire described below provide the methodology for this study. Both factors, the review of the literature, as well as the data collected, play an important role in the development of the recommendations presented in Chapter V.

The questionnaire was developed in an attempt to determine how administrators and citizens feel about the functions and characteristics of community school councils. The questions that were asked are intended to focus on the basic issues of a council's functions and characteristics and whether there is a significant difference in a council's functions and characteristics as perceived by the four groups surveyed.

The primary source of data resulted from a questionnaire. This questionnaire was developed with the aid of staff from: The Mott Program, Flint Board of Education, The Mott Leadership Center, The Michigan State Department of Education, and Michigan State University.

The questionnaire was sent to selected school superintendents, principals, community school directors, and citizens. These respondents were selected at random

from 127 school districts in Michigan that received Community School Funding from the state in 1970-71. The selection of the sample was determined by numbering all one hundred and twenty-seven districts and selecting the first forty of them by means of a drawing.

As was stated in the statement of purpose, some issues relevant to councils were identified. These issues deal with the functions and characteristics of councils. The issues that were identified resulted from differences perceived by the four groups surveyed. These issues were analyzed among and between the groups surveyed for significance.

Hypothesis

The following was asked:

Hypothesis: There are no differences among the perceptions of school superintendents, community school directors, lay citizens, and elementary principals, concerning the functions and characteristics of community school councils.

After analysis of the above question the appropriate post-hoc comparisons were conducted to determine significance between respondent groups.

One open-ended question was asked. The responses to this question are reported in the narrative of Chapter IV.

Although this study traced the origins of community school councils in particular, and citizen involvement in general, it stresses contemporary problems and relationships.

Assumptions

Whenever dealing with a persisting social problem, such as citizen involvement in education, certain assumptions are necessary before proceeding. This study was based on the following assumptions:

1. Citizens should be involved in an active way in a school-community relationship.
2. Citizen involvement should be an integral part of a community school program.
3. Schools should provide avenues for citizen participation.
4. Lack of citizen involvement is detrimental to the school-community relationship.
5. Involving citizens with the school program needs to be done in an organized manner.

Limitations

1. The data collected are based on the small sample theory statistical technique.
2. The biases of the researcher and participating personnel.

3. The exploratory nature of the study represents a limitation as far as specific results are concerned.

4. The study deals primarily with community school councils as a method for lay participation in education.

Definition of Terms

Community: A group of people with a common characteristic or interest living together within a larger society.⁵

Community School Program: The composite of those services provided to the citizens of the community by the school district, excepting for those services provided through regular instructional activities for children aged 5 to 19 years.⁶ (This definition applies only to the selection of the sample.)

Community School Council: A community school council is one type of organization for voluntary effort to solve problems of common concern in a community school program.⁷

⁵Funk and Wagnalls College Dictionary, (New York: Reader's Digest Publishing Co.), 1968, p. 274.

⁶Policy for the Distribution of Community School Funds, Michigan Department of Education, 1970-71.

⁷Adapted from University of Michigan, Community Adult Education Services, Ann Arbor, Michigan.

Lay Citizen: A person not possessing the technical knowledge or skills of the professional educator and who is not serving as a member of the public school staff or as a school board member.⁸

Community Education: Community education is a comprehensive approach to public education which serves the total educational needs of children and adults by mobilizing the resources of the school and community in cooperation with the K-12 program.

Summary and Overview

There appears to be little doubt among prominent educators such as Melby, Campbell, and others that citizen involvement in community education is one of the fundamental issues facing educators. It was the intent of this study to examine one procedure that has been used and make recommendations concerning a future course of action.

Although the short-term nature of this research delimits the possibility of any definitive analysis of data, producing "opinions" rather than hard conclusions, a significant initial step was taken by providing, for the first time, an overall view of the history, nature, and

⁸George D. Harris, Jr., "A Study of Citizen Participation in the Educational Decision--Making Progress as Perceived by Parents from a Lower Socio-Economic Neighborhood," (Unpublished Ph.D. dissertation, Michigan State University), 1970, p. 11.

recommendations for functions and characteristics of community school councils.

In Chapter II an attempt was made to place the development of community school councils in historical perspective. An overview of lay participation leading up to the development of councils is presented.

The research methodology and design is outlined and developed in Chapter III. The data obtained are reported and analyzed in Chapter IV. Reflections on the data, recommendations and summary are presented in Chapter V.

CHAPTER II

SELECTED REVIEW OF THE LITERATURE

If it is believed that the elementary schools will be better managed by the Governor and Council, the Commissioners of the Literary Fund, or any other general authority of the government, than by the parents in each ward, it is a belief against all experience.

Thomas Jefferson

Introduction

The increasing contemporary concern for lay participation in public education is not a new phenomena. It is a question that has challenged professional educators for years. The public school has historically been the center of diverse public and professional opinion. Since the days of ancient Greece up to, and including the present, citizens have sought methods of involvement in, and the influence of, public education.

The review of the literature focuses on the following areas: a historical review of citizen's councils in public education, the functions and characteristics of citizen's councils as a means of lay participation, and the community school council.

The Historical Background of Citizen's
Councils in American Education

Colonial Period--1607-1787

History testifies to the effectiveness and wisdom of citizen participation in school affairs. In ancient Greek forums citizens combined their thinking about educational goals and procedures to formulate concepts which to this day have an influence on American education. Public education in the United States owes its origin and much of its development to citizen interest and effort.¹

The Reformation also influenced the trend toward greater citizen participation. Ralph Pounds writes:

One of the political results of the Reformation was the trend toward a change of the control of education to civil as opposed to the previously largely private and religious control.²

The movement toward public education in the Reformation was not, however, necessarily democratic for all classes. Class distinctions were still quite clear, and "public" education was not for the masses.³

¹Gordon McCloskey, Education and Public Understanding, (New York: Harper-Rowe, 1967), p. 387.

²Ralph L. Pounds, The Development of Education in Western Culture, (New York: Appleton-Century-Crofts, 1968), p. 139.

³Ibid., pp. 139-140.

Along with the colonization of America came the transplantation of European institutions and ideals. Most schools in America between 1607-1787 had public funds appropriated to them, with the teachers still supervised by church officials.⁴

During the Colonial Period changes did occur that gave citizens more of an opportunity to voice their views. The Massachusetts Laws of 1642 and 1647 are indicative of this movement.

McCloskey states:

Back in 1647, reflecting citizens' views, the governing body of Massachusetts colony decided that . . . every township in this jurisdiction, after ye Lord hath increased yon number to 50 householders, shall then, forthwith appoint one within their towne to teach all such children as shall resort to him to write and reade, whose wages shall be paid eithr by ye parents or mastrs of such children, or by ye inhabitants in genrall, by way of supply, as ye major part of those yt ordr ye prudentials of ye towne shall appoint: provided those yt sent their children be not oppressed by paying much more ym they can have you taught for in other townes; and it is further ordered, yt where any towne shall increase to ye numbr of 100 families or householdrs, they shall set up a grammar schoole, ye mr thereof being able to instruct youth so farr as they shall be fited for ye university. . .⁵

Since that statement was written, local, state, and national groups, have been combining their efforts

⁴Francesco Cordasco, A Brief History of Education, (Totowa, N. J.: Littlefield Adams & Co., 1965), pp. 110-111.

⁵McCloskey, op. cit., p. 387.

to provide an education which they felt is desirable. Parents were no longer free to let their children go uneducated. American education began to take on a flavor of local control. "Unlike the French, German, and Soviet patterns and more like the English pattern, the American pattern of control is one of extreme decentralization."⁶

"It can be seen that the two laws together (1642 and 1647) established the authority of state by requiring towns to establish schools and gave to the local civil authorities the right to manage, supervise, and control schools."⁷

Two characteristics of American education that remain to a considerable extent from colonial education are local control and variability. Usually the public schools were conducted autonomously by the people of the communities in which they were located.⁸

The colonial period left a heritage highly variable in nature, but characterized by a predominance of local control, class segregation, emphasis on religious values, private education, and active citizen participation mainly through the use of "town-hall" type meetings

⁶Harry G. Good and James D. Teller, A History of Western Education, (London: MacMillan Co., 1969), p. 430.

⁷Pounds, op. cit., p. 142.

⁸Herbert M. Hamlin, The Public and Its Education, (Danville, Illinois, The Interstate, 1955), p. 37.

initiated in New England. Many of these early influences are still with us.⁹

National Period--1787-Present

The early years of the National Period were influenced by Thomas Jefferson's philosophy. Jefferson was convinced that public education was the guardian of democracy.¹⁰

Jefferson's belief in local control is clearly stated by Beck:

The republic was the sovereign, individual state. Alexander Hamilton, not Thomas Jefferson, advocated a strong central government, and had Hamilton written on education he might have gone on record in favor of a national system of schools. But Jefferson never deviated from his espousal of decentralization. In the matter of school control, he specifically stated that the control of schools should be lodged in the "ward"--an area some five or six miles square but smaller than a county.¹¹

Jefferson's influence on contemporary boards of education is also noted by Beck:

Jefferson has been thought of as a philosopher, and this would be a proper compliment if it did not detract from the appreciation of his organizational talents. The organization of public instruction in this country owes much to the models that Jefferson wrote into the legislation he helped draft for Virginia. For example, Jefferson demonstrated that if

⁹Ibid., p. 38.

¹⁰Cordasco, op. cit., p. 116.

¹¹Robert H. Beck, A Social History of Education, (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1965), pp. 84-85.

the principle of local control and support of schools established by the state were accepted, there would not be insuperable obstacles in the way of effecting suitable organizational structure. For the location of his grammar schools, Jefferson subdivided Virginia into nine districts. Each district was to have a "college," a name Jefferson preferred for secondary schools, for in the English fashion they were to board students as well as instruct them. The construction and administration of these colleges Jefferson left to an independent board of public instruction.¹²

"Today our public and private schools have lay school boards which are the outgrowth of eighteenth century experiments in having citizens oversee the work of the schools."¹³

Jefferson's thoughts on the organization of the schools were typical of the Eighteenth Century's preference for decentralized organization and lay control. The legal authority for school control still resides where it was placed during this period--in the state governments which provide the legal sanction and framework within which the lay boards consider policy.¹⁴

Elementary schools during the Nineteenth Century had the following main purposes: (1) Teaching patriotism and citizenship, (2) Developing good moral character and (3) Teaching the 3 R's."¹⁵

¹²Ibid., pp. 86-87.

¹³Ibid., p. 87.

¹⁴Ibid., pp. 87-88.

¹⁵Pounds, op. cit., p. 201.

Colonial Latin Grammar Schools were replaced by the Academy founded earlier by Benjamin Franklin. The first secondary school that was called a high school was formed in Massachusetts in 1824.¹⁶

During the 1800's local school boards were not sure they could legally levy taxes for secondary schools. Local boards were given more power as a result of the Kalamazoo Case in 1874.¹⁷

Pounds reflects on the Kalamazoo decision:

With the clearing up of the legal basis, local boards were then free to establish high schools when demands arose. State Legislatures now passed laws encouraging local boards to proceed and, in some cases, they even offered state aid to the areas that established high schools. Finally state laws were passed, as had happened in the case of the elementary schools, requiring local districts to establish high schools. By 1900 high schools were so widely established that they were available to practically every youngster in the United States as a continuation of the elementary school and as part of the "ladder system of education."¹⁸

The mid-Nineteenth Century was marked by the influence of such educators as Henry Barnard and Horace Mann. Both were laymen who led the fight for free public education.¹⁹

¹⁶Ibid., pp. 202-203.

¹⁷Ibid., p. 204.

¹⁸Ibid., pp. 204-205.

¹⁹Hamlin, op. cit., p. 38.

The biggest change in public education during the latter half of the century was the introduction of elementary and secondary schools in the south. This was especially true during the period following the Civil War.²⁰

Locally elected boards of education came about largely as an accident out of the New England Town Meeting. Educational precedents set in New England had had a profound effect on citizen involvement throughout the country. At town meetings, selectmen were appointed for entire town and school committees for each school.²¹

As people moved west they took the school committee idea with them. When schools were formed the people then taxed themselves to pay for schools--this began much sooner than the state establishment of such boards.²²

Local boards of education also evolved as an embodiment of the democratic idea that the right and responsibility to exercise control over public school policies rested with the citizens. Boards of education were created because as communities grew, town meetings no longer proved to be practical.²³

There were many organized lay groups that became active around the turn of the Twentieth Century. The

²⁰Ibid., pp. 38-39.

²¹Pounds, op. cit., p. 258.

²²Ibid., pp. 358-259.

²³McCloskey, op. cit., pp. 387-388.

National Congress of Mothers, the parent organization of today's National Congress of Parents and Teachers was instrumental during this early period. Other groups included: The Pennsylvania Society for the Promotion of Public Schools, the American Institute of Instruction, the American Lyceum, and the Public Education Association of New York. Farm, labor, industrial, and commercial groups also promoted a variety of developments. Legislators and governors responded to these groups. Eventually every state enacted legislation providing for elementary, secondary, and higher education.²⁴

Hereford clarifies the relationship that has developed between professional educators and citizens:

Lay participation in and for the public schools is as old as the schools themselves. Early school trustees, the lyceums of the nineteenth century, parent-teacher organizations, numerous and varied peculiarly local organizations such as band booster clubs, athletic alumni associations, as well as certain anti-public education groups, are merely manifestations of this interest and participation. Boards of education and school administrators have grown accustomed to working in the company of such groups.²⁵

People that joined these special interest groups appear to have a common bond, the need for personal identity. This commonality seems to stem, at least in part,

²⁴Ibid., p. 388.

²⁵Karl Thomas Hereford, "Citizens Committee for Public Schools," Bulletin of Bureau of School Services, University of Kentucky, XXVII, September, 1954, p. 284.

from the lack of community, in the traditional sense, that existed earlier.

New technology brought specialization and mass methods of communication to the community. Mass communication and pressure groups reduced the necessity of close intra-community ties and changed the orientation of the average citizen to a much broader community than ever before.

Richard Poston elaborates on this change in society:

Slowly but steadily the new technology and its mass methods gnawed deeper and deeper into the foundation of community life. Like a great parasite it sucked away the strength of neighborhood society until men and women by the millions lost their motivation for community responsibility. An attitude of what's the use anyway, spread like a plague across America. Many lost confidence even in their own ability. The majority became bystanders in public affairs, and in all parts of a great nation men and women had assumed an attitude of leaning on someone else....The legislative process became largely a system of specialized pressures all competing for the legislative favor, while the voice of the individual was smothered further and further beneath top level strategy. Community action of the people had changed largely to a kind of action which was determined from the top down by national organizations, impersonalized institutions, and great trade and professional combinations, and today in an all too realistic sense millions of Americans no longer have a genuine say in the affairs of their own destiny.²⁶

Wirth states:

²⁶Richard W. Poston, Community Organization in Action, (New York: Associated Press, 1959), pp. 32-33.

Being reduced to a stage of virtual impotence as an individual, the individual is bound to exert himself by joining with others of similar interests into organized groups to obtain his ends. . . "Self-government either in the economic, the political, or cultural realm, is under these circumstances reduced to a mere figure of speech or at best is subject to the unstable equilibrium of pressure groups."²⁷

The influence of these special interest groups on contemporary American society appears to have an influence on citizen participation with roots dating back to the turn of the century.

History reveals two pertinent facts regarding citizen participation in public education. These are stated by McCloskey:

1. Citizen interest and some types of participation are inevitable.
2. Constructive citizen participation depends on adequate and widespread understanding of the many facets and problems involved in providing good schools.²⁸

The historical background of the school and the laws of the state imply a partnership between professionals and laymen in the planning of educational programs and the improvements of educational practices.

²⁷Lewis Wirth, "Urbanism as a Way of Life," American Journal of Sociology, XLIV, July, 1938, pp. 22-23.

²⁸McCloskey, op. cit., pp. 388-389.

Additional Twentieth Century developments are reported in the following sections.

Citizens Councils and Lay Participation

Methods of involving citizens in public education have received numerous titles. Some of these include: Citizen Committees, Lay Advisory Councils, Citizen Study Councils, Home-School Committees, and Citizens For Better Schools. For the purpose of this section of this study, the terms Community Councils, Citizens' Committee and/or Citizens' Councils will be applied to include these groups.

When describing the above groups and their functions, it should be remembered that we are referring to only those that have specific ties with the schools. Many citizen's groups were formed to deal with the broader spectrum of social problems.

As a social invention the community council is nothing new.

The first true coordinating council, however, was formally organized in Berkley, California, in 1919. It was developed by the superintendent of schools and the chief of police in order to secure community-wide participation in more effectively meeting the problems of youth in that city. By 1940, over 300 local coordinating councils had been organized in twenty-six states. Today they number several thousand, listed under a variety of names--community council, neighborhood council, youth council, social welfare council, human relations council, and the like.²⁹

²⁹ Edward G. Olsen, School and Community, (New York: Prentice-Hall, Inc., 1954), p. 448.

One of the earliest community councils organized in Michigan was at Allegan in 1939.

Organized in 1939, the Community Council of Allegan has conducted its activities since 1948 as a participant of the Community School Service Program of the Michigan Department of Public Instruction.³⁰

Pre World War II councils originated as essentially negative, though highly commendable, for the purpose of ameliorating poverty or of preventing juvenile delinquency. The economic depression of the 1930's fostered the growth of juvenile delinquency, poverty, and community unrest. Many of these councils were formed on an ad hoc basis to deal with specific school-community problems.³¹

During the war years, councils concentrated on the problems of home defense, of providing recreational facilities for service men and women and of combating wartime delinquency.³²

More recently, councils have been established to improve racial, religious, ethnic, and other intergroup relations.³³

³⁰Arthur A. Kaechle, "The Community School Council of Allegan, Michigan," The School Executive, January, 1953, pp. 62-64.

³¹Olsen, op. cit., p. 449.

³²Ibid., p. 449.

³³Ibid., p. 449.

Now emerging is the philosophy that the council should be the agency through which school personnel and community citizens maintain an active and continuing cooperation in the planning of basic school policy itself.³⁴

The Need for Citizen Participation

The growth of lay participation has, in some instances, been mandated by the public. Olsen writes:

Whether we like it or not, the public school has no real alternative to working with the community and reflecting the will of the people. Local control of the schools is our established tradition and our democratic strength. This does not mean that schools should descend to the level of bowing to every community pressure group which comes along; quite the contrary, for only in enlightened public support won through widespread public participation is the school likely to find strength to resist those very groups. As the American Association of School Administrators has well said, "Active lay participation in developing school policies is undoubtedly one of the most effective ways to bring the whole community to the realization that it has a stake in the whole educational enterprise."³⁵

McCloskey reflects a similar viewpoint. "In a free society, educational leaders cannot dictate the terms or purposes of citizens' participation in school affairs. Educators have no right to do so."³⁶

³⁴Ibid., pp. 449-450.

³⁵Ibid., p. 437.

³⁶McCloskey, op. cit., p. 395.

Several national organizations have expressed similar philosophies regarding citizen participation. The Educational Policies Commission of the National Education Association has stated that:

Many schools are literally insulated in their communities. They are pedagogic islands, cut off by channels of convention from the world which surrounds them, and the inhabitants of these islands rarely venture to cross these channels during school hours. To be sure, they read about the surrounding world in books and they return to live on the mainland when school is out. Few schools, however, have built bridges over which people may freely pass back and forth between school and community.³⁷

Another national organization that has urged public participation is the National Association for Supervision and Curriculum Development. They urge that all people who are affected by a decision and its consequences should participate, at some point in the thinking that results in that decision.³⁸

The National Citizens' Commission for Public Schools, an organization that has been dedicated to involving citizens in education states:

The American public school system is traditionally and distinctively a community affair. Active citizen

³⁷Herbert M. Hamlin, Citizens' Committees in the Public Schools, (Danville, Illinois: Interstate Printers, 1952), p. 130.

³⁸Ibid., p. 133.

participation is basic to the preservation of the American public school system.³⁹

Newton stated in his discussion of the development of our educational system:

To the masses, America has meant opportunity for the individual and, more than any other single institution, the free school has been the symbol of this meaning.⁴⁰

Stearns remarks on the purposes of public education as they relate to the professional educator and citizen:

In similar manner, the fulfillment of the high purpose of public education demands a continuously dynamic public will, which assigns to the professional educator the function of research, the function of administration, and the skill and art of teaching, but retains jealously for the people the power of formulation and determination of policy.

When the people abdicate this power, or when it is usurped by the professional, then public education becomes a potential destroyer and not preserver of freedom. Indeed, considering the power of education to influence men's thoughts, the assumption of the power to determine educational policy by a clique of professional educators or through a broad drift toward professionalism would become as destructive of the safeguards of freedom as would the usurpation of power by professional soldiers or professional politicians.⁴¹

³⁹National Citizens' Commission for Public Schools, How Can Citizens Help Their Schools? Working Guide #1, p. 7.

⁴⁰The Metropolitan School Study Council, Public Action For Powerful Schools, (New York: Columbia University Press, 1950), p. 8.

⁴¹Harry L. Stearns, Community Relations and The Public Schools, (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1955), p. 294.

Mort and Vincent support Stearns' basic concepts:

Deciding the objectives of public education is a public problem. It is one of the most important acts of policy that can face any community. . . The teachers and administrators of good schools seek ideas from the public. For no one group has the right to dictate the procedures by which the coming crop of citizens is to be prepared. Nor do they command all the resources for doing it. Many members of the public are as astute and discerning as members of the teaching profession. There are many keen observers of life outside the teaching profession. Where their ideas are sought and implemented, the schools are better.⁴²

The basic concept that democracy is based on participation appears quite clear. If barriers are erected between the average citizen and his school system, the fundamental thesis of democracy, that everyone's ideas matter, is threatened.⁴³

Co-operative planning improves schools. In contrast with the weakness of a program in which policies are established by a few leaders, consider the richness of programs that are co-operatively planned by all interested citizens.⁴⁴

⁴²Hamlin, op. cit., pp. 135-136.

⁴³Wilmer J. Menge and Roland C. Faunce, Working Together for Better Schools, (New York: American Book Co., 1953), p. 28.

⁴⁴Ibid., p. 32.

The Purpose, Organization, and Functions,
of Citizen Participation.

Purposes

Perhaps the organization that has stimulated citizens participation in public schools more than any other since its origin in 1947, is the National Citizens Commission for Public Schools (N.C.C.P.S.).

Founded with the aid of a grant from the Carnegie Corporation, as well as other sources, it has provided the leadership in the area of citizen participation in education.⁴⁵

The N.C.C.P.S., in recognition of the values and dangers involved in citizen participation made the following statement regarding citizens councils:

1. They are broadly representative of the community. They reflect as fully as possible all parts of it, all viewpoints and all interests--economically, geographically, occupationally, culturally, politically, etc.--rather than any one part.
2. They begin with the facts and base all their recommendations upon a continuing study of all available, relevant facts. They do not have an axe to grind.
3. They are independent in thought and action, but they always take steps to establish and maintain a cooperative working relationship with the legally established authorities.

These three characteristics are essential to responsibility. For continuing effectiveness, it has

⁴⁵Ibid., pp. 145-146.

been found that certain other factors are also necessary. These are good, active leadership; organizational structure which will permit the committee to accomplish any aim which can contribute to the over-all goal of better schools; and a working program which includes a continuing exchange of information with the public at large.⁴⁶

Kindred reports that resolutions adopted by school boards establishing citizen advisory committees as well as programs of groups formed independently of school systems indicate that their general purposes are as follows:

To assist school officials in the development of sound and adequate educational policies and programs;

To identify educational needs and work for the solution of related problems;

To interpret educational conditions to fellow citizens and enlist their support in seeking improvements;

To bring community information, opinion, and planning into the deliberations of school officials concerned with policy making;

To influence public attitudes in support of an action program for changes in the school system;

To harmonize differences in educational points of view between school officials and members of the community.⁴⁷

Teller states that the purposes which citizens committees for education may serve can best be understood in light of the social and economic conditions of our times. He states these social concerns as:

⁴⁶McCloskey, op. cit., p. 416.

⁴⁷Leslie Kindred, School Public Relations, (Englewood Cliffs, New Jersey: Prentice Hall, Inc., 1957), p. 194.

1. Feelings of frustration and feelings of insecurity of many people resulting from the depression of the 30's and a failure to achieve world understanding following World War II.
2. The threat of growing social stratification in our society.
3. The failure of people to understand the relationship between the expert and layman.
4. The tendency to centralize decision-making and control in relatively few hands.
5. The growing power of the mass media and less interpersonal communication.
6. The large educational needs of the society complicated by lack of clearly defined and agreed upon educational purpose.⁴⁸

Hamlin, an educator who has had many years of experience in working with various types of citizens' groups, has compiled an extensive list of purposes of school initiated citizens' committees:

1. Making studies and recommending policies.
2. Providing two-way communication between the school and public.

⁴⁸T. L. Teller, "The Purposes, Work, and Value of Citizens Committees," School Executive, January, 1952, p. 71.

3. Determining the impacts of the school upon the community.
4. Discovering community needs which the school is not helping to meet.
5. Developing a school philosophy, a statement of school objectives, and a plan for evaluating progress toward these objectives.
6. Correlating the work of the school with that of other agencies.
7. Guiding and supporting the board, the administration, and the teaching staff.
8. Initiating and sponsoring new school projects, such as adult classes, special education, and counselling programs.
9. Getting a school up to date, keeping it up to date, and adjusting it to emergencies.
10. Stabilizing a school situation by providing continuity when board members, administrative members, and teachers change.
11. Holding good administrators and teachers by giving them the support they need and deserve.
12. Maintaining a maximum of local control of public education by crystallizing community sentiment against encroachments by state and federal agencies.

13. Unifying a community through the participation in the citizens' committees of representatives of many community elements.
14. Providing education about education for future members of boards of education, and for future community leaders.
15. Providing a balanced view of the entire school system in its relations to a community as a corrective to the specialized views of most professional workers in education.
16. Introducing new administrators and teachers to a community and aiding them in making contacts with the laymen of the community.
17. Impressing upon professional workers the values which a community holds, and the relationships of their work to the community's value system.
18. Making school officials aware of minority groups and their needs.
19. Setting and maintaining standards for the admission of students to particular school programs.⁴⁹

Organization and Function

Citizens councils and advisory committees have been noted to have diverse organizational patterns and

⁴⁹Hamlin, op. cit., pp. 67-68.

functions. Some groups have been, and will continue to be organized as ad hoc groups to work on a specific problem, then disband at the conclusion of the task. Other groups are formally organized on a continuing basis, meeting regularly, or as the need arises.

Research indicates that the initiative for starting advisory committees comes from private citizens, community groups, and school officials. Most groups have been formed by boards of education and superintendents to deal with a pressing problem on an ad hoc basis.⁵⁰

Some groups have been formed independent of action by school officials. Kindred states, "The largest, single cause for the organization of independent citizen advisory committees is dissatisfaction with the school system and the officials in charge of it."⁵¹

Kindred reports three methods for the selection of members to advisory groups. These include: appointment by the board of education, invitation from the board of education to community interest groups, and asking people in the community to suggest the names of people that are screened by the board.⁵²

⁵⁰Kindred, op. cit., pp. 194-195.

⁵¹Ibid., p. 195.

⁵²Ibid., pp. 202-204.

Concerning group size, Kindred states: "The optimum size appears to fall somewhere between fifteen and twenty-five."⁵³

The following organization and procedural principles for citizens' councils are derived largely from the analytical work of Morphet:

1. With the advice of the superintendent, the school board should request community leaders to initiate the organization of a citizens council. The board should provide the council with consultant services.
2. Plans for forming a citizens council should be discussed with the Parent-Teacher Association.
3. The purpose of a council should be to improve schools.
4. Council organization and operation should be based on sound principles of group processes.
5. Relationships between a council, the board, and the superintendent should be carefully defined.
6. A council should be comprised largely of people who are interested in education.
7. Council members should be representative of the entire community.
8. Membership should be related to a council's purpose.

⁵³Ibid., p. 205.

9. Council members should formalize an agreement on purposes and operating procedures in a written constitution and by-laws.
10. Council deliberations and recommendations should be based on consideration of relevant facts.
11. Council meetings should be open to the public.
12. Subjects of council work and council recommendations should be made available to the mass media.⁵⁴

Olsen has developed a list of seven principles that should be followed in developing and working with lay groups: (1) Don't use lay groups exploitively; (2) Stress the reciprocal values to the person asked to participate--the benefits and satisfaction they will receive; (3) Involve students also; (4) Begin with felt problems--areas of concern; (5) Work with, and through the responsible school authorities, as well as teachers; (6) Keep a balance on controversial issues between opposing interests; (7) Face the obstacles--historically educators and parents tend to fear each other.⁵⁵

The Metropolitan School Study Council established in 1946, in New York City, enumerated in its charter seven similar principles. These principles proved sound,

⁵⁴McCloskey, op. cit., pp. 416-423.

⁵⁵Olsen, op. cit., pp. 435-436.

although there was not complete agreement concerning what involvement lay citizens should have in the educational planning process. These principles underscore the notion that a real working democracy demands an active participation of its citizens if it is to operate efficiently.⁵⁶

There are numerous opinions concerning the organizational pattern for advisory groups. Most educators favor a minimum of organization with a loose structure set up after the first few preliminary sessions. McCluskey notes some pertinent points while emphasizing a minimum of organization:

In general, the machinery of organization should be as simple and functional as possible. Sometimes, councils get so bogged down with mechanics that the leaders are worked out trying to apply the rules and the membership forgets what the council was originally organized to accomplish.⁵⁷

Kindred describes operational concerns from several approaches. He agrees that the organizational structure should be loose. He thinks that soon after the committee is formed it is wise to outline its rights and responsibilities, know its authority, and how to avoid becoming a rubber stamp for the school administration.⁵⁸

⁵⁶The Metropolitan School Study Council, op. cit., pp. 6-13.

⁵⁷Howard Y. McCluskey, "Why and How Do Community Councils Get Started," The Michigan Newsletter on Community Development and Education, (Ann Arbor, Michigan: The University of Michigan Press, August, 1965), p. 3.

⁵⁸Kindred, op. cit., pp. 205-210.

Many citizens councils, whether they are district-wide, or school councils, have their role clearly defined by a constitution and by-laws agreed upon with the board of education. This appears to be a safe way to avoid problems as specific issues arise.

Gwinn found that the highest degree of member satisfaction occurred among committee members and school agents where the procedures of organization and operations included the following: Use of subcommittees; definite terms of office established; use of resource personnel; evaluation of progress; and reports of progress to the public.⁵⁹

The Community School Council

Up to this point the review of literature has dealt with various forms of citizen participation. The following section will deal specifically with community school councils as defined in Chapter I. It should be noted that there is a lack of published literature pertaining to community school councils.

This portion of the research will primarily review the literature of community school councils in Flint,

⁵⁹Sam Gwinn, The Role of the County Advisory Committee in Program Projects, (Unpublished Ph.D. dissertation: University of Wisconsin, 1958).

Michigan. Flint has pioneered the development of councils with their community education program.

In Flint, Michigan, all of the schools are community schools. These community schools provide programs for all ages before, during, and after regular school hours. Community school councils have been formed in most of them to provide a closer relationship between the school and community.

There is a lack of written record concerning the development of Flint's Community School Councils.

The community school councils have not been officially sanctioned by act of the Board of Education, but instead have received sanction by "induction" when the community school concept was adopted by the Board of Education in 1957.⁶⁰

The first community school council was organized in Potter Community School in 1953. Merrill and Freeman Community Schools developed councils the following year. The original purpose of these groups was to aid the community school director in the planning and use of the gymnasium and school facilities. Most of the membership of these early groups came from the P.T.A., although

⁶⁰ Arden M. Peterson, A Study of Member Satisfaction, Attitude Perception and Its Relation to Action Programs In Community School Councils In Flint, Michigan, (Unpublished Ed.S. dissertation: University of Michigan, 1966), p. 22.

other community leaders, businessmen, and parents were asked to join.⁶¹

As the need for better communication between the public and school was recognized, the development of councils increased. By 1965, at least thirty-five of the schools had community school councils.⁶²

The Flint Community Schools describe the specific purposes of their school councils as follows:

1. To offer an opportunity for all people residing, working, or having an interest in the community, to cooperate in efforts to understand, analyze, and solve community problems.
2. To promote cooperation among organizations and individuals interested in making the community a better place to live.
3. To collect and give to members and other complete and accurate information concerning community needs and the resources available for meeting these needs.
4. To secure democratic action in meeting local needs through existing agencies, organizations, and institutions.

⁶¹Ibid., p. 23.

⁶²Ibid., p. 23.

5. To take all necessary and advisable civic measures to develop new facilities where and when needed.
6. To identify potential community leaders and to develop their qualities of leadership for community betterment.
7. To maintain and improve mutual understanding between the schools and other integral parts of our community.
8. To work together and to cooperate with neighborhood organizations for the promotion of good human relations.⁶³

The Flint Community Schools recommend council membership should be leaders from all walks of life, such as:

1. Business
2. Church
3. School Related Organizations
 - a. Scouts
 - b. Women's Clubs
 - c. Men's Clubs
 - d. Teenage Club
 - e. Child Study Group
 - f. Homeroom Mothers, etc.
4. Block Organizations

Membership would include persons regardless of:

1. Geographic location
2. Sex
3. Age

⁶³Flint Public Schools, Community School Councils, Mimeograph, 1967.

4. Race
5. Nationality
6. Occupation
7. Social Class
8. Political, Religious and Organizational Affiliation
9. Years of School--Varying Academic Background
10. Parents and Non-parents
11. New and Old Residents
12. Favorable and Unfavorable Attitudes⁶⁴

Most research indicates that council membership should be representative of the community groups involved, but a range from 12-20 members is generally indicated.

In contrast to specific neighborhood community school councils, some non-urban areas prefer a district-wide council.

The Sturgis Community Schools Program propose the following operational model for a district-wide council in a non-urban area:

The governing agency of the program would be the community-schools council. Serving on the council would be the superintendent of schools, the city manager, a member of the city staff, a faculty member of the public schools, a member of a Recreation Day Camp, a city commission member, a school board member, and two members-at-large from the community. The community schools director would be hired by and held accountable to the community-schools council, but he would be considered a school employee for legal and accounting purposes.⁶⁵

⁶⁴Ibid., Part II.

⁶⁵David W. McNeill, "The Community School Council--A Cooperative Effort," Community Education Journal, May, 1971, pp. 48-49.

Peterson has developed an extensive list of purposes that community school councils can serve:

1. Assess the felt needs of the school and the community through fact-finding studies, discussions, and surveys. To help evaluate and determine the most pressing needs and help set priorities for action.
2. Encourage informed citizen participation and involvement so that they know their opinion is recognized. To educate for civic leadership.
3. Serve as a communications channel between the people of the community and the school staff.
4. Coordinate community activities and services.
Establishment of a community calendar contributes strongly to this end where educational, religious, residential and economic interests are especially concerned.
5. Unite citizens and organizations into a democratic force which can carry influence with civic authorities when certain needs arise which might require legal action. However, the council can not serve special interest groups.
6. Provide leadership for community and school campaigns to achieve action on immediate needs such as safety, health, recreation, etc.

7. Advise the school principal and community school director on certain matters related to the school and community, such as:
 - a. Scheduling the use of school and public facilities.
 - b. Development of grounds for maximum use.
 - c. Money raising projects and proposals.
 - d. Money spending projects.
 - e. Community development projects.
 - f. Social problems within the community.
 - g. Adult education classes and enrichment activities.
8. Provide leadership to assist the school in some of its special projects and activities, such as carnivals, fairs, open houses, family fun nights, etc.
9. Stimulate public awareness of community and school problems through: Town hall style meetings; radio and press publicity; word of mouth; home discussion groups.
10. Provide a common service to all organizations represented in its membership.
11. Serve as an action body when necessary.
12. Rally support for school and community issues by serving as a clarifying body.

13. Serve as a source of information and an educative force for the school community by developing public understanding of pertinent issues.
 14. Serve as a sounding board or source of information and advice for the school staff.
 15. Identify and enlist the help of potential community leaders in school and community ventures.
 16. Provide a place where different viewpoints can be expressed openly and dissident groups brought to hear each other's views.
 17. Serve as a neutral coordinating influence within the larger community where small groups are often at odds with each other.
 18. Serve first, last, and always as a medium through which citizens in the community become informed and forces united, to work for the common good.⁶⁶
- Totten views the functions of the council in a somewhat different light.

The community school functions for the purpose of integrating the program that goes on in all the various segments of the school. It serves to coordinate the optional program with the required day school program.⁶⁷

⁶⁶Peterson, op. cit., pp. 91-93.

⁶⁷Fred W. Totten, The Community School (Gallen, Michigan: Allied Educational Council, 1969), p. 107.

Totten also states the following generalizations regarding councils:

1. It is not uncommon for the building principal to be council chairman.
2. Councils should meet as often as necessary to do the job.
3. Council decisions should be made on a basis of consensus.
4. The community school council is one of the most important organizations in the early development of the community school program and should be initiated early in program development.⁶⁸

Most councils tend to favor as simple an organizational structure as possible. The structure and organization are usually determined by the council. Some councils establish a constitution and by-laws (see Appendix A). Others develop an agreement with all of the groups involved (see Appendix B). Both methods provide specific guidelines for council organization and operation.

The Flint Schools, have gathered, largely through the efforts of principals and community school directors some "do's" and "don'ts" regarding the operation of a community council.

⁶⁸Ibid., pp. 107-108.

Do's

1. Activities planned and initiated within the council to which members make a personal commitment to carry them out will contribute to the cohesiveness of a council.
2. Action programs which have early identifiable results will be preferred by members over non-action maintenance type activities.
3. Participation of council members in programs of action will be greater than for programs of the passive non-involvement type.
4. Leadership can be expected to show itself more quickly where a council has varied activities which include action programs.
5. Council membership should go beyond the confines of organizations using the schools. Community businessmen, public officials and other influential citizens should be considered for membership.
6. Teenage representatives should be included in the council membership.
7. Council meetings should be informal, steering away from parliamentary procedure if possible.
8. When there are influential persons on the council, participation of members is apt to be greater.

9. Council members like to perceive themselves as belonging to a group which is accomplishing something for their school community.

Don'ts

1. Councils which are organized as sounding boards and legitimizers and do not include action programs will have poorer involvement on the part of their members.
2. Councils which limit their activities to discussion and making recommendations will have members who are not satisfied and will eventually lose interest.⁶⁹

Councils have made varying contributions to the community education program in local school districts. The degree and type of contribution made by councils appears to be related to the organizational structure of the council.

As a result of a survey conducted in Flint, Michigan in 1966, involving forty-three community school councils, Peterson determined that the contributions of councils can be divided into the following four types of activities. These activities include:

⁶⁹Flint Public Schools, Community School Councils, Mimeograph, 1966.

Activities related directly
to the functioning of
the school

- Survey school and community education needs.
- Assist in planning programs.
- Help develop school site plans.
- Support youth enrichment and scout activities financially.
- Conduct public meetings on millage concerns.
- Organize campaign to "get out the vote."

Activities related to
community and civic affairs

1. Conduct discussion meetings on public issues including:
 - a. pollution
 - b. vandalism and juvenile delinquency
 - c. freeway relocation
 - d. urban renewal
 - e. millage issues
 - f. community and school relations
 - g. poverty programs
 - h. rezoning
 - i. pornographic literature
 - j. glue sniffing and drugs
2. Carry resolution of Community Council to city commission.
3. Support and promote Adult Education classes.
4. Conduct breakfast or luncheon meetings to bring community, school and civic leaders together.

Money Raising Activities

Ice cream social

Community School carnival

Community School fair

Community talent show

Cookie and candy sales

Pancake suppers

Clothing and paper drives

Workshop breakfast

Benevolent activities

Secure clothing for needy family

Provide food baskets for needy

Establish a scholarship fund

Paint house for crippled widow⁷⁰

Community school councils across the state and nation have served many functions with a wide diversity of organizational patterns. In Michigan, all school districts funded by the state in accordance with the provisions of Act No. 84, P.A. 1970 for "Grants to School Districts for Community School Programs" are required to utilize some system or form of citizens' advisory council. Local school districts are generally allowed a maximum amount of latitude in establishing and operating these advisory groups.

⁷⁰Peterson, op. cit., pp. 77-79.

In other states, Florida, Oregon, Utah, and Minnesota, that have also passed legislation providing for community education programs, similar requirements have been included.

Summary

An attempt has been made in this chapter to place the development of community school councils in historical perspective. The development of community school councils did not occur until the Twentieth Century. The major portion of this development has taken place in the last decade.

Community school councils have had many functions. These functions appear to be determined by the community served by the council. Initially, councils were established to aid in planning the use of school facilities. From this beginning, the functions of councils have become as varied as the communities they serve.

The characteristics of councils have varied as much as the functions of a council. Council membership, size, number of meetings and other characteristics appear to be related to the communities served by the councils.

The functions and characteristics of councils identified in reviewing the literature receive further consideration in the recommendations outlined in Chapter V.

The review of the literature plays a significant role in the development of the recommendations in Chapter V. Council size, characteristics, and functions that have been identified and discussed in this chapter have an impact on the recommendations in Chapter V.

CHAPTER III

PLANNING AND CONDUCTING THE STUDY

Indeed, I cannot conceive that a nation can live and prosper without a powerful centralization of government. But, I am of the opinion that a centralized administration is fit only to enervate the nations in which it exists, by incessantly diminishing their local spirit. Although such an administration can bring together at a given moment, on a given point, all the disposable resources of a people, it injures the renewal of those resources. It may ensure a victory in the hour of strife, but it gradually relaxes the sinews of strength. It may help admirable the transient greatness of a man, but not the durable prosperity of a nation.

--Alexis de Tocqueville

Introduction

The research design, methodology, and procedures used to conduct this study are described in this chapter. Included are: the identification and description of the samples, statement of hypotheses, a discussion of the instrument used, and a description of the kinds of data collected.

The primary purpose of this study was to establish guidelines for the implementation and operation of community school councils. Other purposes include the identification of the functions and characteristics of councils.

In order to achieve these purposes, questions related to the functions and characteristics of councils were identified in a questionnaire. The questionnaire was sent to school superintendents, community school directors, elementary principals, and lay citizens. As a result of the perceived differences of these four groups some issues regarding council functions and characteristics were identified. It was assumed that the role of community school councils would be perceived differently by the various reference groups. Perceived conflict scores were computed and tested for significance with reference to differences among the respondent groups.

The data presented relate directly to issue identification by examining the functions and characteristics of councils. These identified issues, the review of the literature, as well as areas of agreement as indicated by the results of the questionnaire, all play a significant role in the establishment of the guidelines and recommendations presented in Chapter V.

As indicated in Chapter I, this study is a descriptive survey. Good describes a descriptive survey as follows:

Descriptive studies may include present facts or current conditions concerning the nature of a group of persons. . .and may involve the procedures of induction, analysis, classification, enumeration or measurement. The purposes of the descriptive-survey investigations may be: 1) To secure evidence concerning the existing situation or current conditions, 2)

To identify standards or norms which to compare present conditions in order to plan the next step.¹

According to Van Dalen:

Descriptive studies that obtain accurate facts about existing conditions or detect significant relationships between current phenomena and interpret the meaning of the data, provide educators with practical and immediately useful information. Factual information about intelligent plans about future courses of action helps them interpret educational problems more effectively to the public. Pertinent data regarding the present science may focus attention upon needs that otherwise would remain unnoticed.²

Selection of the Samples

The samples were selected at random from school districts in Michigan that received Community Education funding from the state during 1970-1971.

The samples were stratified to the extent that Detroit was omitted from the random sampling procedure. The final samples were selected from 127 school districts rather than from the 128 that were funded.³

¹Carter V. Good, Introduction to Educational Research, (New York: Appleton-Century-Crofts), 1963, p. 224.

²Van Dalen, Deobald B., Understanding Educational Research, (New York: McGraw-Hill Book Co., 1962), pp. 212-213.

³This list of school districts was provided by General Education Services Area of the Michigan Department of Education.

Forty school districts were selected at random from this group. The superintendent of schools and coordinator of community education were identified as a result of the original sample drawing of forty schools. These two groups comprise eighty out of the one hundred-sixty persons sampled. There is only one superintendent and one coordinator of community education in each district.

An elementary principal was selected at random from the elementary schools listed in each of the forty districts. Elementary schools were chosen for the sample because they are likely to serve the smallest unit in a school system.

The citizens sampled were the presidents of the Parent-Teacher organizations, in the elementary schools mentioned above.

Instrumentation

The instrument used in this study was tested in Flint, Michigan, at the Mott Leadership Program. It was tested on a group of school administrators pursuing advanced degrees in the field of community education.

The questionnaire was developed with the aid of school administrators, community educators, consultants, and professors from the following agencies: Michigan State University-Research Staff, Mott Program-Flint Board

of Education, Michigan Department of Education-General Education Services Area, and the Mott Leadership Program-C. S. Mott Foundation, Flint, Michigan.

The instrument was developed to determine what issues were relevant to community school councils. Nineteen of the items dealt with council functions, and sixteen dealt with council characteristics (Table 3.1).

Table 3.1. Division of questionnaire items into functions and characteristics.

Council Functions	Council Characteristics
7. Community school councils should <u>not</u> have a voice in deciding <u>school</u> affairs.	1. Teachers should be included in the council membership.
9. Councils should <u>not</u> take sides on controversial subjects.	2. Principals should <u>not</u> be included in the council membership.
10. Councils should have policy making authority.	3. Students should be included in the council membership.
11. Councils should meet on a regular basis with the board of education	4. People with strong convictions should be included in the council membership.
12. Councils should <u>not</u> solicit the support of community agencies, business organizations, and organized labor.	5. Citizens (not just teachers or principals) should be included as council officers.
13. Council meetings should be public, with adequate prior publicity concerning time, place, date, and agenda.	6. People from all income levels should <u>not</u> be included in the council membership.
14. A council should sponsor town-hall type meetings to discuss public issues.	8. Each building in the district should have a council.
	19. Councils should encourage special interest groups within the community to have representation on a council.

Table 3.1 Continued.

Council Functions	Council Characteristics
<p>15. A council should have responsibility, within the limits set by the board of education, for program staffing, budget, and implementation.</p> <p>16. A council should promote democratic action in meeting local needs through existing agencies, organizations, and institutions.</p> <p>17. A council should take all necessary and advisable civic measures to develop new facilities, where and when needed.</p> <p>18. Councils should <u>not</u> stimulate consideration for action by local agencies.</p> <p>21. This representative council should be primarily concerned with the sharing of ideas and problems.</p> <p>22. The representative council should meet regularly with the board of education</p> <p>23. A primary concern of the council should be to provide for better understanding between the school and the community.</p> <p>30. A school administrator (superintendent, principal, or community school director) should have the right to veto council decisions.</p> <p>31. Councils should actively support candidates for the board of education.</p>	<p>20. If councils exist in all elementary attendance areas, a representative district council should be formed with representation from the neighborhood councils.</p> <p>24. Council membership should reflect the racial composition of the area served.</p> <p>25. Council members should be appointed by the school administration.</p> <p>26. Council members should be elected by the community they serve.</p> <p>27. Each organized group which uses school facilities should <u>not</u> be represented on the council.</p> <p>28. The community school director should <u>not</u> be a voting member of the council.</p> <p>29. The school maintenance staff should be represented on the council.</p> <p>34. Non-parents should <u>not</u> serve on community school councils.</p>

Table 3.1. Continued.

Council Functions	Council Characteristics
<p>32. A community school council is a viable method for involving citizens in the school-community relationship.</p> <p>33. Formally organized community school councils should be a part of a comprehensive community education program.</p>	

The questionnaire was designed to elicit expressed perceptions of the functions and characteristics that community school councils should have in community education programs.

Those surveyed were asked to respond on a Likert Scale (strongly disagree, disagree, neutral, agree, strongly agree) by circling that response which most approximated how they felt concerning that item.

Testable Hypothesis

In order to ascertain whether there is a significant difference in the attitudes of school superintendents, elementary principals, community school directors, and citizens regarding the functions and characteristics

of community school councils, it was necessary to establish one primary hypothesis:

H_0 : There are no differences among the perceptions of school superintendents, elementary principals, community school directors, and lay citizens concerning the functions and characteristics of community school councils.

Hypotheses for Scheffé
Post-Hoc Comparisons

H_{01} : There are no differences between the perceptions of school superintendents and community school directors concerning the functions and characteristics of community school councils.

H_{02} : There are no differences between the perceptions of school superintendents and lay citizens concerning the functions and characteristics of community school councils.

H_{03} : There are no differences between the perceptions of school superintendents and elementary principals concerning the functions and characteristics of community school councils.

H_{04} : There are no differences between the perceptions of elementary principals and community school directors concerning the functions and characteristics of community school councils.

H₀5: There are no differences between the perceptions of community school directors and lay citizens concerning the functions and characteristics of community school councils.

H₀6: There are no differences between the perceptions of lay citizens and elementary principals concerning the functions and characteristics of community school councils.

Treatment of Data

In order to determine if there was a significant difference among the means of the four groups listed above, a one-way analysis of variance technique was used. A raw score of from 1 to 5 was entered on a Data Coding Form for each item on the questionnaire. The data were then punched onto I.B.M. data processing cards, which were in turn processed by M.S.U. CDC 3600 computer, using the UNEQI Program.

The level of significance was set at the .05 level. The Scheffé post-hoc comparisons technique was used on those items that were found to have significant differences. An alpha level of .05 was also set for the post-hoc comparisons.

The two statistical techniques stated above enable the researcher to identify significant differences (issues) among, as well as between the four groups

surveyed. These differences are given careful consideration in Chapters IV and V.

The final item on the questionnaire was an open-ended question and is reported in Chapter IV in narrative form.

Percentage of Questionnaires Returned

Of the public school superintendents surveyed, 29 out of 40 or 73% responded to the questionnaire.

Of the community school directors surveyed 32 out of 40, or 80% responded to the questionnaire.

Of the parent-teacher organization presidents that were surveyed 24 out of 40 or 60% responded to the questionnaire.

Of the elementary school principals that were surveyed 33 out of 40 or 83% responded to the questionnaire.

Summary

Forty school superintendents, elementary principals, community school directors, and citizens for a total of 160 were surveyed by questionnaire. One hundred and eighteen of the one hundred and sixty responded forming the experimental sample.

The instrument was developed with the aid of educational administrators, community educators, and the

research department at Michigan State University. It was designed to determine the functions and characteristics of community school councils should have in community education.

The purpose of the questionnaire was to determine what issues are relevant to community school councils. These issues are divided into the general areas of functions and characteristics.

A hypothesis was formed and was tested by using the UNEQI routine, a one-way analysis of variance technique with an alpha level of .05. Post-hoc comparisons employing the Scheffé technique were then analyzed in order to determine differences between groups. An alpha level of .05 was also set for the post-hoc comparisons and six hypotheses were tested.

CHAPTER IV

REPORTING AND ANALYZING THE DATA

Unless democratic habits of thought and action are part of the fiber of people, political democracy is insecure.

--John Dewey

Introduction

This chapter deals primarily with the data obtained by questionnaire. The questions used on the questionnaire relate to the functions and characteristics of community school councils. These were developed in an attempt to identify some differences or issues among and between the four groups surveyed.

These issues, as well as those items where agreement occurred are identified and reported in this chapter. Both the issues, and the areas of agreement, have a direct influence on the recommendations outlined in Chapter V.

Hypothesis

One hypothesis was prepared in an attempt to determine the differences in mean scores among school superintendents, community school directors, citizens and elementary principals, regarding the functions and

characteristics of community school councils. It was decided to run an analysis of the differences among the groups on a per item basis. A per question One-Way Analysis of Variance, with the level of significance set at .05, was the statistical technique used to test the hypothesis.

H_0 : There are no differences among the perceptions of school superintendents, elementary principals, community school directors, and lay citizens concerning the functions and characteristics of community school councils.

As was stated above the analysis of the responses to the questionnaire were on a per item basis. On this basis it can be expected that about two of the thirty-four items analyzed would be statistically significant if each is tested at the .05 level, even if no differences existed among groups. Analysis produced fifteen significant items at the .05 level giving evidence that there are differences among the groups. The null hypothesis was subsequently rejected.

Further analysis of those items found to be significant was accomplished through use of the Scheffé post-hoc comparison technique. Scheffé post-hoc comparisons enable the researcher to determine which group differences are responsible for the significant F- tests and to estimate the magnitude of those differences.

Table 4.2 is a summary of results for all fifteen items.

Of the fifteen items found to reflect significant differences among the groups it is interesting to note that approximately one-half (8) are items dealing with council functions, and seven are related to council characteristics. Table 4.1 is a tabulation of those items, mean scores, range of scores, and whether the item relates to a function or characteristic of a council.

Both the (15) items that indicate significant differences or identify issues, and those (19) items listed in Table 4.1 are given consideration in the recommendations of Chapter V.

Areas of Agreement Between Groups

As will be pointed out in the Scheffé post-hoc comparisons, none of the six hypotheses established to determine significance between the groups were rejected. A summary of the analysis of the responses to the questionnaire includes a one-way analysis of variance for all items. Also designated are all those items where agreement exists between groups on the Scheffé post-hoc comparisons (Table 4.3)

Table 4.1. Summary of results of items of agreement among all groups for all nineteen items.

Item	Mean	Range	Characteristic or Function
1. Teachers should be included in the council membership.	4.178	4.077 4.120	C
5. Citizens, (not just teachers or principals) should be included as council officers.	4.500	4.393 4.625	C
6. People from all income levels should <u>not</u> be included in the council membership.*	1.441	1.343 1.708	C
9. Councils should <u>not</u> take sides on controversial subjects.*	2.644	2.379 2.792	F
11. Councils should meet on a regular basis with the board of education.	3.254	3.186 3.424	F
13. Council meetings should be public, with adequate prior publicity concerning time, place, date, and agenda.	4.042	4.000 4.083	F
14. A council should sponsor town-hall type meetings to discuss public issues.	3.475	3.292 3.620	F
15. A council should have responsibility, within the limits set by the board of education, for program staffing, budget, and implementation.	2.881	2.724 3.061	F
16. A council should promote democratic action in meeting local needs through existing agencies, organizations and institutions.	3.890	3.708 4.093	F
17. A council should take all necessary and advisable civic measures to develop new facilities where and when needed.	3.958	3.843 4.108	F
18. Councils should <u>not</u> stimulate consideration for action by local agencies.*	2.229	2.156 2.242	F
20. If councils exist in all elementary attendance areas, a representative district council should be formed with representation from the neighborhood councils.	3.831	3.724 4.031	C
22. The representative council should meet regularly with the board of education.	3.237	3.063 3.542	F
23. A primary concern of the council should be to provide for better understanding between the school and the community.	4.288	4.212 4.333	F
24. Council membership should reflect the racial composition of the area served.	4.000	3.793 4.125	C
25. Council members should be appointed by the school administration.	2.241	2.125 2.272	C
27. Each organized group which uses school facilities should <u>not</u> be represented on the council.*	2.642	2.542 2.759	C
30. A school administrator (superintendent, principal, or community school director) should have the right to veto council decisions.	2.703	2.500 2.813	F
32. A community school council is a viable method for involving citizens in the school-community relationship.	4.263	4.061 4.414	F

*Negatively stated item.

Table 4.2. Summary of results of one-way analysis of variance among all groups for all 15 significant items.

Item	School Supers.			Community School District		Citizens		Elem. Princ.		Analysis of Variance Table		
	N	Mean	S.D.	N	Mean	S.D.	N	Mean	S.D.	D.F.	F Statistic	Signif. Prob.
2. Principals should not be included in the council membership.	29	2.450	1.404	32	1.906	0.928	24	1.667	0.432	3/114	3.602	0.016
3. Students should be included in the council membership.	29	3.862	1.187	32	4.219	0.870	24	2.792	1.318	3/114	10.939	<0.0005
4. People with strong convictions should be included in the council membership.	29	4.138	0.639	32	3.781	1.099	24	3.333	0.868	3/114	3.790	0.012
7. Community school councils should not have a voice in deciding school affairs.	29	2.586	1.376	32	2.844	1.483	24	1.833	0.565	3/114	3.524	0.017
8. Each building in the district should have a council.	27	3.103	1.081	32	2.375	1.129	32	2.727	0.944	3/114	10.919	<0.005
10. Councils should have policy-making authority.	29	1.759	0.912	32	2.125	1.212	24	2.750	1.327	3/114	4.173	0.008
12. Councils should meet on a regular basis with the board of education.	29	2.552	1.055	32	1.875	0.751	24	2.583	1.213	3/114	3.761	0.013

19.	Councils should encourage special interest groups within the community to have representation on a council.	N	29	32	24	33			
	Mean	3.931	3.969	4.125	3.424	3/114	4.026	0.009	
	S.D.	0.884	0.782	0.338	1.062				
21.	This representative council should be primarily concerned with the sharing of ideas and problems.	N	29	32	24	33			
	Mean	3.793	4.000	4.333	3.758	3/114	3.622	0.015	
	S.D.	0.774	0.359	0.565	0.969				
26.	Council members should be elected by the community they serve.	N	29	32	24	33			
	Mean	3.276	3.031	3.833	3.577	3/114	2.967	0.035	
	S.D.	1.192	1.177	1.050	0.867				
28.	The community school director should not be a voting member of the council.	N	29	32	24	33			
	Mean	3.172	3.969	3.792	3.485	3/114	4.776	0.004	
	S.D.	1.104	0.647	0.779	0.906				
31.	Councils should actively support candidates for the board of education.	N	29	32	24	33			
	Mean	2.621	2.563	3.625	2.515	3/114	8.720	<0.0005	
	S.D.	0.942	0.982	0.970	0.755				
33.	Formally organized community school councils should be a part of a comprehensive community education program.	N	29	32	24	33			
	Mean	4.379	3.844	3.917	3.879	3/114	3.527	0.017	
	S.D.	0.494	0.954	0.654	0.696				
34.	Non-parents should not serve on community school councils.	N	29	32	24	33			
	Mean	1.793	1.844	2.750	2.212	3/114	6.409	<0.0005	
	S.D.	0.819	0.628	1.260	0.857				

Table 4.3. Summary of analysis of responses to questionnaire.

Item	Community			Analysis of Variance Table		
	School Supers.	School District	Citizens Princ.	D.F.	F. Statistic	Signif. Prob.
1. Teachers should be included in the council membership.	N 29 Mean 4.068 S.D. 0.923	32 4.219 0.659	24 4.292 0.624	33 4.152 0.795	3/114 0.418	0.741
2. Principals should <u>not</u> be included in the council membership.	N 29 Mean 2.450 S.D. 1.404	32 1.906 0.928	24 1.667 0.482	33 2.485 1.349	3/114 3.602	0.016
3. Students should be included in the council membership.	N 29 Mean 3.862 S.D. 1.187	32 4.219 0.870	24 2.792 1.318	33 4.121 0.650	3/114 10.939	0.0005
4. People with strong convictions should be included in the council membership.	N 29 Mean 4.138 S.D. 0.639	32 3.781 1.099	24 3.333 0.868	33 3.848 0.795	3/114 3.790	0.012
5. Citizens (not just teachers or principals) should be included in the council membership.	N 29 Mean 4.448 S.D. 0.686	32 4.625 0.492	24 4.542 0.509	33 4.394 0.659	3/114 0.929	0.429
6. People from all income levels should <u>not</u> be included in the council membership.	N 29 Mean 1.379 S.D. 0.677	32 1.344 0.653	24 1.708 0.690	33 1.394 0.496	3/114 1.864	0.140
7. Community school councils should <u>not</u> have a voice in deciding school affairs.	N 29 Mean 2.586 S.D. 1.376	32 2.844 1.483	24 1.833 0.565	33 2.545 0.971	3/114 3.524	0.017

8.	Each building in the district should have a council.	N	29	32	24	33			
		Mean	3.103	2.375	3.833	2.727	3/114	10.919	0.0005
		S.D.	1.081	1.129	0.637	0.944			
9.	Councils should <u>not</u> take sides on controversial subjects.	N	29	32	24	33			
		Mean	2.379	2.688	2.792	2.727	3/114	0.739	0.531
		S.D.	0.979	1.203	1.020	1.257			
10.	Councils should have policy-making authority.	N	29	32	24	33			
		Mean	1.759	2.125	2.750	2.455	3/114	4.173	0.008
		S.D.	0.912	1.212	1.327	0.905			
11.	Councils should meet on a regular basis with the board of education.	N	29	32	24	33			
		Mean	3.138	3.188	3.250	3.424	3/114	0.426	0.735
		S.D.	1.187	1.120	1.113	0.902			
12.	Councils should <u>not</u> solicit the support of community agencies, business organizations, and organized labor.	N	29	32	24	33			
		Mean	2.552	1.875	2.583	2.727	3/114	3.761	0.013
		S.D.	1.055	0.751	1.213	1.329			
13.	Council meetings should be public, with adequate prior publicity concerning time, place, date, and agenda.	N	29	32	24	33			
		Mean	4.069	4.031	4.083	4.000	3/114	0.071	0.976
		S.D.	0.842	0.695	0.776	0.750			
14.	A council should sponsor town-hall type meetings to discuss public issues.	N	29	32	24	33			
		Mean	3.621	3.438	3.292	3.515	3/114	0.526	0.666
		S.D.	1.049	1.045	0.859	0.939			

Table 4.3. Continued.

Item	School			Community		Elem. Princ.	Analysis of Variance Table		
	Supers.	School	District	Citizens	School		D.F.	F Statistic	Signif. Prob.
15. A council should have responsibility, within the limits set by the board of education, for program staffing, budget, and im- plementation.	N	29	32	24	33				
	Mean	2.724	2.906	2.792	3.031	3/114	0.472	0.703	
	S.D.	1.279	1.118	1.382	0.998				
16. A council should promote democratic action in meeting local needs through existing agencies, organizations, and institutions.	N	29	32	24	33				
	Mean	4.000	4.094	3.708	3.727	3/114	1.810	0.149	
	S.D.	0.655	0.390	1.197	0.801				
17. A council should take all necessary and advisable civic measures to develop new facilities where and when needed.	N	29	32	24	33				
	Mean	4.000	3.844	4.208	3.848	3/114	1.355	0.260	
	S.D.	0.756	0.920	0.721	0.619				
18. Councils should <u>not</u> stimulate consideration for action by local agencies.	N	29	32	24	33				
	Mean	2.207	2.156	2.333	2.242	3/114	0.219	0.883	
	S.D.	0.013	0.723	1.050	0.502				
19. Councils should encourage special interest groups within the community to have representation on a council.	N	29	32	24	33				
	Mean	3.931	3.969	4.125	3.424	3/114	4.026	0.009	
	S.D.	0.884	0.782	0.338	1.062				

20. If councils exist in all elementary attendance areas, a representative district council should be formed with representation from the neighborhood councils.	N	29	32	24	33			
	Mean	3.724	4.031	3.833	3.727	3/114	1.003	0.394
	S.D.	0.702	0.595	0.963	0.944			
21. This representative council should be primarily concerned with the sharing of ideas and problems.	N	29	32	24	33			
	Mean	3.793	4.000	4.333	3.758	3/114	3.622	0.015
	S.D.	0.774	0.359	0.565	0.969			
22. The representative council should meet regularly with the board of education.	N	29	32	24	33			
	Mean	3.172	3.063	3.542	3.242	3/114	0.957	0.416
	S.D.	1.256	0.982	0.884	1.119			
23. A primary concern of the council should be to provide for better understanding between the school and the community.	N	29	32	24	33			
	Mean	4.310	4.313	4.333	4.212	3/114	0.289	0.833
	S.D.	0.660	0.470	0.565	0.545			
24. Council membership should reflect the racial composition of the area served.	N	29	32	24	33			
	Mean	3.793	4.000	4.125	4.091	3/114	0.640	0.591
	S.D.	1.264	1.016	0.797	0.805			
25. Council members should be appointed by the school administration.	N	29	32	24	33			
	Mean	2.241	2.125	2.125	2.273	3/114	0.173	0.915
	S.D.	1.023	1.008	1.076	0.977			
26. Council members should be elected by the community they serve.	N	29	32	24	33			
	Mean	3.276	3.031	3.833	3.577	3/114	2.967	0.035
	S.D.	1.192	1.177	1.050	0.867			

Table 4.3. Continued.

Item	Community School District			Community School District			Elem. Princ.			Analysis of Variance Table		
	School Supers.	N	29	32	24	33	D.F.	Statistic	F	Signif. Prob.		
27. Each organized group which uses school facilities should <u>not</u> be represented on the council.	Mean	2.759	2.438	2.542	2.455	3/114	0.647	0.587				
	S.D.	1.154	1.014	1.021	0.833							
28. The community school director should <u>not</u> be a voting member of the council.	Mean	3.103	3.375	2.333	2.788	3/114	5.520	0.001				
	S.D.	1.047	1.008	0.917	6.992							
29. The school maintenance staff should be represented on the council.	Mean	3.172	3.969	3.792	3.485	3/114	4.776	0.004				
	S.D.	1.104	0.647	0.779	0.906							
30. A school administrator (superintendent, principal, or community school director) should have the right to veto council decisions.	Mean	2.655	2.813	2.500	2.788	3/114	0.377	0.770				
	S.D.	1.173	1.148	1.285	1.269							
31. Councils should actively support candidates for the board of education.	Mean	2.621	2.563	3.625	2.515	3/114	8.720	<0.0005				
	S.D.	0.942	0.982	0.970	0.755							

cisions.
 31. Councils should
 actively support
 community school
 councils.
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 Mean
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 2.621
 0.943
 32
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 24
 3.625
 0.970
 33
 2.515
 0.799
 3/114
 8.720
 <0.0005

32. A community school council is a viable method for involving citizens in the school-community relationship.	N	29	32	24	33		
Mean		4.414	4.313	4.292	4.061	3/114	2.069 0.108
S.D.		0.568	0.535	0.690	0.556		
33. Formally organized community school councils should be a part of a comprehensive community education program.	N	29	32	24	33		
Mean		4.379	3.844	3.917	3.879	3/114	3.527 0.017
S.D.		0.454	0.954	0.654	0.696		
34. Non-parents should not serve on community school councils.	N	29	32	24	33		
Mean		1.793	1.844	2.750	2.212	3/114	6.409 <0.0005
S.D.		0.819	0.628	1.260	0.857		

Areas of Difference Between Groups

Scheffé post-hoc comparisons were used subsequent to the null hypothesis (H_0) being rejected in order to establish where the differences existed and between which groups. Six hypotheses, each involving the comparison of two groups, were formulated and tested for each of the fifteen items that were found to be significant in the prior rejection of the null hypothesis. For each group comparison, e.g., School Superintendents and Community School Directors, the Scheffé comparisons were tabulated for the fifteen items and inspected to determine whether differences on the individual confidence intervals indicated overall differences between the two groups. An arbitrary criterion of approximately 50 per cent or eight statistically significant confidence intervals for the fifteen items was set to indicate differences between the two groups.

H_{01} : There are no differences between the school superintendents and community school directors concerning the functions and characteristics of community school councils.

Analysis of the post-hoc comparisons between these two groups indicated that a significant difference at the .05 level exists between School Superintendents and Community School Directors on items eight, twenty-nine, and thirty-three, because only these three were found to be

significant the null hypothesis (H_0) was not rejected (Table 4.4).

All three of these questions are more closely related to council characteristics than function.

H_{02} : There are no differences between the perceptions of school superintendents and lay citizens concerning the functions and characteristics of community school councils.

Analysis of the post-hoc comparisons between these two groups showed that a significant difference at the .05 level exists between school superintendents and citizens on items three, four, ten, thirty-one, and thirty-four. Even five significant items was not considered sufficient and the null hypothesis (H_{02}) was not rejected (Table 4.5).

Of these five significant items, three (items 3, 4, and 34) are related to council characteristics, and two (items 10 and 31) deal with the functions of a council.

H_{03} : There are no differences between the perceptions of school superintendents and elementary principals concerning the functions and characteristics of community school councils.

Analysis of post-hoc comparisons between the two groups showed that a significant difference exists at the .05 level between school superintendents and elementary principals on none of the items and on this basis the null hypothesis (H_{03}) was not rejected (Table 4.6).

Table 4.4. Summary of results of post-hoc comparisons between school superintendents (1) and community school directors (2) for all 15 items.

Item	X ₁	X ₂	Inter.
2. Principals should <u>not</u> be included in the council membership.	2.450	1.906	.544 + .823
3. Students should be included in the council membership.	3.862	4.219	-.357 + .736
4. People with strong convictions should be included in the council membership.	4.138	3.781	.357 + .632
7. Community school councils should <u>not</u> have a voice in deciding school affairs.	2.586	2.844	-.258 + .861
8. Each building in the district should have a council.*	3.103	2.375	.728 + .714
10. Councils should have policy-making authority.	1.759	2.125	-.336 + .796
12. Councils should <u>not</u> solicit the support of the community agencies, business organizations, and organized labor.	2.552	1.875	.677 + .806
19. Councils should encourage special interest groups within the community to have representation on a council.	3.931	3.969	-.038 + .611
21. This representative council should be primarily concerned with the sharing of ideas and problems.	3.793	4.000	-.207 + .521
26. Council members should be elected by the community they serve.	3.276	3.031	.245 + .786
28. The community school director should <u>not</u> be a voting member of the council.	3.103	3.375	-.272 + .726
29. The school maintenance staff should be represented on the council.*	3.172	3.969	-.797 + .640
31. Councils should actively support candidates for the board of education.	2.621	2.563	.058 + .665
33. Formally organized community school councils should be a part of a comprehensive community education program.*	4.379	3.844	.535 + .531
34. Non-parents should <u>not</u> serve on community school councils.	1.793	1.844	-.051 + .653

*Significant at the .05 level when Scheffé method is used for paired comparisons over all four groups.

Table 4.5. Summary of results of post-hoc comparisons between school superintendents (1) and citizens (3) for all fifteen items.

Item	X ₁	X ₂	Conf. Inter.
2. Principals should <u>not</u> be included in the council membership.	2.450	1.667	.783 + .883
3. Students should be included in the council membership.*	3.862	2.792	1.070 + .791
4. People with strong convictions should be included in the council membership.*	4.138	3.333	.805 + .679
7. Community school councils should <u>not</u> have a voice in deciding school affairs.	2.586	1.833	.753 + .925
8. Each building in the district should have a council.	3.103	3.833	-.730 + .767
10. Councils should have policy-making authority.*	1.759	2.750	-.991 + .854
12. Councils should <u>not</u> solicit the support of community agencies, business organizations, and organized labor.	2.552	2.583	-.031 + .865
19. Councils should encourage special interest groups within the community to have representation on a council.	3.931	4.125	-.194 + .656
21. This representative council should be primarily concerned with the sharing of ideas and problems.	3.793	4.333	-.540 + .560
26. Council members should be elected by the community they serve.	3.776	3.833	-.557 + .844
28. The community school director should <u>not</u> be a voting member of the council.	3.103	2.333	.770 + .780
29. The school maintenance staff should be represented on the council.	3.172	3.792	-.620 + .688
31. Councils should actively support candidates for the board of education.*	2.621	3.625	-1.004 + .714
33. Formally organized community school councils should be a part of a comprehensive community education program.	4.379	3.917	.462 + .571
34. Non-parents should <u>not</u> serve on community school councils.*	1.793	2.750	-.957 + .701

*Significant at the .05 level when Scheffé method is used for paired comparisons over all four groups.

Table 4.6. Summary of results of post-hoc comparisons between school superintendents (1) and elementary principals (4) for all fifteen items.

Item	X ₁	X ₄	Conf. Inter.
2. Principals should <u>not</u> be included in the council membership.	2.450	2.485	-.035 + .816
3. Students should be included in the council membership.	3.862	4.121	-.259 + .731
4. People with strong convictions should be included in the council membership.	4.138	3.848	.290 + .627
7. Community school councils should <u>not</u> have a voice in deciding school affairs.	2.586	2.545	.041 + .855
8. Each building in the district should have a council.	3.103	2.727	.376 + .709
10. Councils should have policy-making authority.	1.759	2.455	-.696 + .789
12. Councils should <u>not</u> solicit the support of community agencies, business organizations, and organized labor.	2.552	2.727	-.175 + .800
19. Councils should encourage special interest groups within the community to have representation on a council.	3.931	3.424	.507 + .606
21. This representative council should be primarily concerned with the sharing of ideas and problems.	3.793	3.758	.035 + .517
26. Council members should be elected by the community they serve.	3.276	3.577	-.301 + .780
28. The community school director should <u>not</u> be a voting member of the council.	3.103	2.788	.315 + .721
29. The school maintenance staff should be represented on the council.	3.172	3.485	-.313 + .635
31. Councils should actively support candidates for the board of education.	2.621	2.515	.106 + .660
33. Formally organized community school councils should be a part of a comprehensive community education program.	4.377	3.879	.500 + .527
34. Non-parents should <u>not</u> serve on community school councils.	1.793	2.212	-.419 + .647

H₀4: There are no differences between the perceptions of elementary principals and community school directors concerning the functions and characteristics of community school councils.

Analysis of the post-hoc comparisons between the elementary principals and community school directors showed that a difference at the .05 level of significance exists only on item twelve and consequently the null hypothesis (H₀4) was not rejected (Table 4.7).

Item twelve deals with a function of a council.

H₀5: There are no differences between the perceptions of community school directors and citizens concerning the functions and characteristics of community school councils.

Analysis of the post-hoc comparisons between the community school directors and citizens showed that a difference at the .05 level exists on items three, seven, eight, twenty-eight, thirty-one, and thirty-four. As was noted above, 50 per cent was set as a criterion for rejection and consequently the null hypothesis (H₀5) was not rejected (Table 4.8).

Of these six significant items, four (items 3, 8, 28, and 34) are related to the characteristics of a council, and two (items 7 and 31) deal with council functions.

Table 4.7. Summary of results of post-hoc comparisons between community school directors (2) and elementary principals (4) for all fifteen items.

Item	X ₂	X ₄	Conf. Inter.
2. Principals should <u>not</u> be included in the council membership.	1.906	2.485	-.579 + .794
3. Students should be included in the council membership.	4.219	4.121	.098 + .711
4. People with strong convictions should be included in the council membership.	3.781	3.848	-.067 + .610
7. Community school councils should <u>not</u> have a voice in deciding school affairs.	2.844	2.545	.299 + .831
8. Each building in the district should have a council.	2.375	2.727	-.352 + .690
10. Councils should have policy-making authority.	2.125	2.455	-.330 + .768
12. Councils should <u>not</u> solicit the support of community agencies, business organizations, and organized labor.*	1.875	2.727	-.852 + .778
19. Councils should encourage special interest groups within the community to have representation on a council.	3.969	3.424	.545 + .589
21. This representative council should be primarily concerned with the sharing of ideas and problems.	4.000	3.758	.242 + .503
26. Council members should be elected by the community they serve.	3.031	3.577	-.546 + .759
28. The community school director should <u>not</u> be a voting member of the council.	3.375	2.788	.587 + .701
29. The school maintenance staff should be represented on the council.	3.969	3.485	.484 + .618
31. Councils should actively support candidates for the board of education.	2.563	2.515	.048 + .642
33. Formally organized community school councils should be a part of a comprehensive community education program.	3.844	3.879	-.035 + .513
34. Non-parents should <u>not</u> serve on community school councils.	1.844	2.212	-.368 + .630

*Significant at the .05 level when Scheffé method is used for paired comparisons over all four groups.

Table 4.8. Summary of results of post-hoc comparisons between community school directors (2) and citizens (3) for all fifteen items.

Item	X ₂	X ₃	Conf. Inter.
2. Principals should <u>not</u> be included in the council membership.	1.906	1.667	.239 + .864
3. Students should be included in the council membership.*	4.219	2.792	1.427 + .774
4. People with strong convictions should be included in the council membership.	3.781	3.333	.448 + .664
7. Community school councils should <u>not</u> have a voice in deciding school affairs.*	2.844	1.833	1.011 + .905
8. Each building in the district should have a council.*	2.375	3.833	-1.458 + .756
10. Councils should have policy-making authority.	2.125	2.750	-.625 + .834
12. Councils should <u>not</u> solicit the support of community agencies, business organizations, and organized labor.	1.875	2.583	-.708 + .847
19. Councils should encourage special interest groups within the community to have representation on a council.	3.969	4.125	-.156 + .642
21. This representative council should be primarily concerned with the sharing of ideas and problems.	4.000	4.333	-.333 + .548
26. Council members should be elected by the community they serve.	3.031	3.833	-.802 + .826
28. The community school director should <u>not</u> be a voting member of the council.*	3.375	2.333	1.042 + .763
29. The school maintenance staff should be represented on the council.	3.969	3.792	.177 + .673
31. Councils should actively support candidates for the board of education.*	2.563	3.625	-1.062 + .696
33. Formally organized community school councils should be a part of a comprehensive community education program.	3.844	3.917	-.073 + .558
35. Non-parents should <u>not</u> serve on community school councils.*	1.844	2.750	-.906 + .686

*Significant at the .05 level when Scheffé method is used for paired comparisons over all four groups.

H₀6: There are no differences between the perceptions of citizens and elementary principals concerning the functions and characteristics of community school councils.

Analysis of the post-hoc comparisons between the citizens and elementary principals showed that a difference at the .05 level exists on items three, eight, nineteen, twenty-one, and thirty-one. This was again below the criterion set for rejection and consequently the null hypothesis (H₀6) was not rejected (Table 4.9).

Items three, eight, and nineteen deal with a council's characteristics. Items twenty-one and thirty-one relate to council functions.

Discussion of Open-Ended Question

Included in the questionnaire was an open-ended question. The question (Number 35) is as follows:

What do you feel is the major advantage, and/or disadvantage of having a community school council?

It should be noted that some respondents indicated more than one advantage and/or disadvantage and others did not respond on this item.

School Superintendents

Of the twenty-nine school superintendents that returned the questionnaire, twelve or 41% indicated that the major advantage of a council is involvement of the community.

Table 4.9. Summary of results of post-hoc comparisons between citizens (3) and elementary principals (4) for all fifteen items.

Item	X ₃	X ₄	Conf. Inter.
2. Principals should <u>not</u> be included in the council membership.	1.667	2.485	-.818 + .858
3. Students should be included in the council membership.*	2.792	4.121	-1.329 + .768
4. People with strong convictions should be included in the council membership.	3.333	3.848	-.515 + .659
7. Community school councils should <u>not</u> have a voice in deciding school affairs.	1.833	2.545	-.712 + .898
8. Each building in the district should have a council.*	3.833	2.727	1.106 + .745
10. Councils should have policy-making authority.	2.750	2.455	.295 + .830
12. Councils should <u>not</u> solicit the support of community agencies, business organizations, and organized labor.	2.583	2.727	-.144 + .840
19. Councils should encourage special interest groups within the community to have representation on a council.*	4.125	3.424	.701 + .637
21. This representative council should be primarily concerned with the sharing of ideas and problems.*	4.333	3.758	.575 + .544
26. Council members should be elected by the community they serve.	3.833	3.577	.256 + .820
28. The community school director should <u>not</u> be a voting member of the council.	2.333	2.788	-.455 + .757
29. The school maintenance staff should be represented on the council.	3.792	3.485	.307 + .668
31. Councils should actively support candidates for the board of education.*	3.625	2.515	1.110 + .693
33. Formally organized community school councils should be a part of a comprehensive community education program.	3.917	3.879	.038 + .554
34. Non-parents should <u>not</u> serve on community school councils.	2.750	2.212	.538 + .680

*Significant at the .05 level when Scheffé method is used for paired comparisons over all four groups.

They indicated that it provides an excellent source of feedback and a vehicle for public relations.

The second most perceived advantage, seven out of twenty-nine or 25% indicated that the council provides administrators with an assessment of community needs.

Twenty-five per cent of the superintendents indicated that the primary disadvantage of a council is that it diffuses the power of the legally elected body, namely, the board of education. It was indicated that only the board of education can be held accountable to the public.

Some superintendents felt that councils are threatening to school administrators. Others felt that the council could be used by some members as a platform for their own selfish interests.

Community School Directors

Fifteen of thirty-two community school directors or 47% that responded to question thirty-five, indicated that the major advantage of councils was the communication of community needs, the exchange of ideas, and feedback concerning the existing program. The council should be used as a vehicle for communication.

Nine of thirty-two respondents or 28% indicated that a second advantage of the council would be in developing a comprehensive community education program.

Other respondents indicated that the council could be used as a source of dissemination of information and also as a source of innovation.

There were no distinct disadvantages indicated by community school directors. Three out of thirty-two or 13% indicated that the major disadvantage is the conflict between council role and the role of the board of education.

Other individual disadvantages indicated were:

- Too time consuming
- Formal council not necessary
- Can be unwieldly
- Interfere with administrative roles

Citizens

Six of twenty-four citizens that responded or 25% indicated that the primary advantage of a council is that it provides a means for community needs to be heard.

Twenty-five per cent of the citizens that responded felt that improved communication was the primary advantage of a council.

Other advantages indicated were that councils create a better understanding between the school and community. One respondent indicated that councils also allowed the public an opportunity to see how public funds were spent.

Elementary Principals

Of thirty-three elementary principals that responded, twelve or 36% indicated that the primary advantage of councils is that they provide avenues of communication and community involvement.

Twelve per cent of the principals felt that the primary advantage of councils is for need assessment and program initiation.

Other respondents felt that councils are vital to the success of inner city community education programs and that councils have unlimited potential.

The primary disadvantage of councils as indicated by 12% of the principals is the ambiguous role that they have. It was felt by this group of respondents that the council role should be more clearly defined.

Other principals felt that councils could be a "Hatchet group," should only be formed on an ad hoc basis, and are a disadvantage in small school systems. None of these respondents elaborated on these statements.

Summary

One overall major null hypothesis was formulated and tested by a one-way analysis of variance technique. The null hypothesis was tested at the .05 level of significance in order to determine differences among groups and was subsequently rejected. Upon rejection of the null

hypothesis, the Scheffé post-hoc comparison technique was used in order to determine between which groups the difference existed.

Six null hypotheses for the Scheffé post-hoc comparisons were formulated and tested at the .05 level of significance. Each hypothesis involved the comparison of two groups and was tested for each of the fifteen items that were found to be significant in the prior rejection of the null hypothesis. A criterion of approximately 50 per cent or eight significant confidence intervals for the fifteen items was set. None of the six null hypotheses were rejected on this basis.

Significant differences or issues are identifiable in both council characteristics and council functions.

One open-ended question was analyzed. It was found that school superintendents felt that councils provide for community involvement, a source of feed-back, and a vehicle for public relations as the major advantages. School superintendents felt that the major disadvantage of councils was the diffusion of authority that belongs to the board of education.

Community school directors felt that councils provide a vehicle for expressing community needs and provide for the exchange of ideas. They felt the major disadvantage would be a role conflict between the council and the board of education.

Citizens felt that councils were avenues to express community needs and that communication is improved between the school and community. There were no disadvantages indicated.

Elementary principals felt that the primary advantage of councils is to provide an avenue for communication and community involvement. They felt that role ambiguity is the primary disadvantage of councils.

It should be noted that where there are no significant differences identified, both among and between groups, a general agreement appears to exist for those items. These are observable in both council functions and characteristics as non-significant items.

CHAPTER V

REFLECTIONS, RECOMMENDATIONS AND SUMMARY

Lay participation in community education is akin to eating spinach, many administrators verbalize its merits, but few really utilize it constructively.

--George Woons

Introduction

This chapter includes: reflections upon the results of the survey, recommendations regarding community school councils, and a summary of the contents of this research. Although the arbitrary 50 per cent rejection criterion established in Chapter IV is statistically valid, it is the writer's intent to make reflections based on the data collected.

It was the purpose of this study to determine the functions and characteristics community school councils should have in community education programs, explore the relationship councils have to community school programs, identify some issues as perceived by the four groups surveyed, and recommend guidelines for the establishment of community school councils.

The review of the literature placed the development of community school councils in historical perspective. The functions and characteristics of councils as they currently exist were identified. It is evident that there is a lack of published literature concerning community school councils. However, the literature that does exist indicates that the councils vary in functions and characteristics just as communities differ.

A sample of one hundred and sixty administrators and lay citizens was surveyed by questionnaire. They included forty school superintendents, elementary principals, community school directors, and citizens. One hundred and eighteen of the one hundred and sixty responded forming the experimental sample.

A hypothesis was formed and tested by means of the one-way analysis of variance technique with an alpha level of .05. This primary hypothesis was used to identify significant differences or issues among the four respondent groups. Fifteen items were determined to be significant among the groups.

Post-hoc comparisons employing the Scheffé technique were then done in order to determine the significant differences between groups at the alpha level of .05. Six hypothesis were established and tested to determine significance between the groups.

It was determined that there were significant differences among the groups when tested at the .05 level of significance. The null hypothesis was therefore rejected. Post-hoc comparisons indicated that there were no significant differences between the groups when a fifty per cent criterion for reject was employed.

A further analysis of the data indicated where the differences were significant between groups even though they were below the fifty per cent rejection level.

Agreement was also indicated among and between groups. These areas of agreement included items dealing with both the functions and characteristics of councils.

Specific recommendations are made in Chapter V for the establishment and operation of community school councils.

Reflections on the Data

It was determined in Chapter IV that there are significant differences among the four groups surveyed concerning the role of community school councils. Based on Scheffé post-hoc comparisons, however, it was determined that there are no significant overall differences between the groups for the fifteen items found to be significant in the prior rejection of the primary hypothesis. Closer examination of the Scheffé post-hoc results do provide some additional implications, however.

Areas of Agreement

In general, most of the differences that have been pointed out between groups occur between the lay citizens and one of the administrative groups surveyed. None of the comparisons between groups reach the fifty per cent level, or eight items.

This is a clear indication that there are areas of agreement between groups. These areas of agreement occur with a low of sixty per cent agreement (Citizens-Community School Directors) to a high of one hundred per cent (Superintendents-Elementary Principals).

The agreement that is indicated occurs on items relating to both the functions and characteristics of councils. These areas of agreement, as well as the issues that have been identified by perceived differences of the four groups surveyed, are given consideration in the development of the recommendations stated later in this chapter.

Areas of Disagreement

Superintendents-Community School Directors

Differences of opinion between superintendents and community school directors did occur on three questions that were significant at .05 level. More superintendents felt that each building in the district should have a council. Community school directors may have perceived

this as being an administrative burden, especially in districts where one director is responsible for several buildings.¹

There was a significant difference at the .05 level between superintendents and community school directors on the question dealing with the maintenance staff being represented on the council. Community school directors felt more strongly that they should be represented. This may be caused by the fact that a community school program does require extra work, schedule adjustments for custodians, and wear and tear on a building.

Community school directors must deal with these complaints from the custodial staff on a daily basis, the superintendent generally does not.

Superintendents strongly felt that councils should be part of the community education program. Although community school directors also felt so, their feeling for them was significantly less. This may be caused by a feeling among directors that councils could make their jobs less autonomous.

¹Reasons stated for perceived differences have been determined after consideration of the literature, discussions held while developing the questionnaire, and from responses given to the open-ended question.

Superintendents-Citizens

On questions dealing with council membership, superintendents felt that lay citizens and students with strong convictions should serve on councils. This was significantly different from the responses of citizens at the .05 level. One can only hypothesize regarding this difference. One reason may be the growing feeling among educators that it is necessary to involve those people that will be affected by a decision in the determination of that decision.

Two other questions indicated significant, but not surprising differences. On the questions dealing with policy-making authority and political support for school board candidates, citizens felt more positive about these types of council involvement. Although administrative philosophy regarding political involvement by school sanctioned groups may be changing, the results of this questionnaire indicate the traditional "hands-off" policy practiced by administrators over the years is still prevalent. School superintendents are also reluctant to "give away" any type of policy-making authority to a council that has been given to the board of education.

Superintendents-Elementary Principals

There were no significant differences reported on any item of the questionnaire. This may indicate that

these two groups view community school councils in a similar light.

Citizens-Community
School Directors

There were more significant differences at the .05 level between these two groups than any other two compared. Although the differences did not reach the fifty per cent level, significant differences did occur on six questions or on forty per cent of the fifteen items.

Community school directors favored a significantly greater degree of student membership in councils than do citizens. Citizens, however, felt to a significantly greater extent that each building in the district should have a council, that councils should actively support candidates for the board of education, and that non-parents should not serve on councils.

These differences appear to support the position stated above that administrators tend to shy away from political involvement, and that they also favor more student involvement than does the citizenry.

Elementary Principals-
Community School Directors

The only item that produced a significant difference at the .05 level is item 12. Community school directors felt a stronger need to solicit the support of community agencies, business organizations, and organized labor, than did elementary principals.

This may be caused by the fact that community school directors are more sensitive to the needs of various interest groups in the community than are elementary principals.

Elementary Principals- Citizens

There were significant differences on the mean scores between these groups on five items. Here again, citizens felt less strongly about student involvement on councils than did the professional educator, the elementary principal.

Elementary principals felt that councils should be established in each building to a significantly greater extent than did citizens. Principals may have viewed the council as a source of feed-back, dissemination source, and public relations tool.

Principals also felt a greater need to have special interest groups in the community represented than did the citizens. Principals may be more cognizant of the existence of these groups than do the citizens surveyed.

Principals also felt to a greater degree that councils should more actively support candidates for the board of education. This may indicate that principals are more aware of the impact a board of education has on a school program than do the citizen respondents.

Recommendations

The recommendations below were developed only after due consideration was given to the results of the survey, consideration of current practices in community education, a review of the literature, and projected needs for the future. Where differences occur between survey results, past practice, and future needs, future needs was the determining factor in establishing these recommendations.

Membership

The membership of the council should reflect a cross-section of the various community organizations served by the area represented by the council. The members should reside or work in the area served and they must have an interest in community affairs.

The initiation of council membership should be on an appointed basis. The appointments should be made by a committee consisting of: (a) the superintendent of schools or his designate, (b) a member of the board of education, (c) the community school director, (d) the elementary principal, (e) a teacher in the K-12 program, (f) president of the P.T.A., (g) a citizen at large.

In determining the council membership consideration should be given to:

1. Ethnic Origin and Religious Affiliation
2. Social Class
3. Labor
4. Management and/or Business
5. School Staff (K-12)
6. Maintenance Staff
7. Sex, Age, Occupation
8. Student Representation
9. Parents and Non-Parents
10. Organizational Affiliation
11. New and Old Residents
12. Various Academic Backgrounds

Lay membership should always be greater than members who are employed by the school district. If the population of the community is highly mobile, careful consideration should be given to maintaining continuity on the council.

Term of Membership

The initial council appointments should be made with one-third of the terms expiring in one year, one-third in two years, and one-third in three years. As terms expire residents of the area served should be informed of these vacancies. Interested individuals may apply for council membership, or current council members

may nominate interested people. No council member should serve more than two terms or six years.

Council Size

The council should contain between fifteen and twenty members. A larger group becomes impersonal and unwieldy, whereas a smaller group would not be representative of all the groups mentioned above.

Officers of the Council

A council should have three officers. They include: a chairman, vice-chairman, and secretary-treasurer. Officers should be rotated on a yearly basis with a year's experience on the council being a pre-requisite. The officers should be elected by the council. A layman should act as council chairman.

Constitution and By-Laws

A formal constitution is not necessary. A set of by-laws, or a written agreement with the board of education is essential. These by-laws or agreements should clearly define:

1. Council Membership
2. Term of Membership
3. Council Officers
4. Officers Role
5. Council Role

Meetings

During the school year councils should meet on a scheduled basis, either monthly or bi-monthly. These meetings should be in the evening and in the local school served by the council. An agenda should be prepared and mailed to the membership prior to the meetings. The school should provide secretarial help for this purpose, typing minutes of meetings, etc. Summer meetings are to be discouraged unless a pressing need calls for a special meeting. This break in the routine during summer vacation, will help maintain interest during the year. All meetings should be open to the public.

Decision-Making Process

There does not appear to be a "best" way to arrive at council decisions. There are two methods of decision-making to consider. One method is to vote on issues after they have been discussed. This technique is necessary in the election of officers and new members. The second technique, consensus decision-making, can be more time consuming and yet be very effective. Each community must decide which method is best for them. Whichever method is adopted should be clearly spelled-out in the by-laws.

Council Function

As was stated above, the function of the council and its relationship to the board of education must be

clearly defined. The functions of the council must be consistent with the policies of the board of education. If the school district is relatively small and has only one or two councils, membership on them from the board of education is desirable. Council recommendations to the board of education, if they are well conceived and thought out, should result in affirmative action by the board. Most conflicts will be avoided if the role and responsibilities of the council are clearly delineated when the council is formed.

Councils should function differently in each community. These functions, will, to a great degree, depend upon community needs. The following list provides some of the activities a council might want to consider:

1. Promote and solicit communication with the community served.
2. Provide the principal and community school director with recommendations regarding program.
3. Make recommendations to the board of education regarding facility use and school plant development.
4. Sponsor school-community activities (i.e., school carnivals, book fairs, art shows, speakers, etc.) that involve the community in school affairs.

5. Make recommendations to city officials regarding neighborhood improvement projects, park planning, etc.
6. Have representation on any committees formed to interview prospective community school director(s) or principal(s).
7. Establish priorities for action on community related projects and follow through on them.
8. Provide an opportunity for different viewpoints to be expressed.
9. Promote action programs in the community that will have measurable results.
10. Help foster a working relationship between the K-12 program and the before and after hours program.
11. Help coordinate all of the agencies that serve a community to best meet the needs of individuals.
12. Promote communication between the K-12 and community education programs and the community.

District-Wide vs.
Building Councils

As was stated above, the decision to implement one district-wide council, or several building councils will be dictated to some degree by district size. Urban areas should consider building or regional councils rather than

a district-wide council. Regional councils might be an initial step in implementing the council concept in urban areas.

The maturity of the community education program should also be a consideration. Districts just beginning community education programs should consider the district-wide, or regional councils as a first step. As the program is broadened and refined, building level councils should be considered.

Which ever method is adopted, careful consideration should be given to the other recommendations outlined.

Relationship of the Professional Staff to the Council

Members of the administrative staff should not have voting privileges on the council. If the council is formed on a district-wide basis, the superintendent, or his designate, (other than the community school director) should attend all meetings. If the council is formed on a building basis, the building principal should attend all meetings. In both cases, the community school director should attend.

Council meetings provide an excellent opportunity to involve the K-12 and other professional staff. One way would be to invite one staff member per meeting to explain a part of the school program. Continuous dialogue

must be maintained between the council and all phases of the school program.

Other Comments

Educators must be convinced that the structure of education fit community needs today and tomorrow. In looking toward the future, Toffler states:

We must create a "Council of the Future" in every school and community: Teams of men and women devoted to probing the future in the interests of the present. By projecting "assumed futures," by defining coherent educational responses to them, by opening these alternatives to active public debate, such councils--similar in some ways to the "prognostic cells" advocated by Robert Jungk of the Technische Hochschule in Berlin--could have a powerful impact on education.²

He continues:

For those educators who recognize the bankruptcy of the present system, but remain uncertain about next steps, the council movement could provide purpose as well as power, through alliance with, rather than hostility toward, youth. And by attracting community and parental participation--businessmen, trade unionists, scientists, and others--the movement could build broad political support for the super-industrial revolution in education.³

This can only be done through involving all the people affected by the school system in a continuing two-way dialogue on shared concerns. The community school council is one of the best means of bringing about this

²Alvin Toffler, "Future Shock" (New York: Random House, 1970), p. 358.

³Ibid., p. 359.

involvement. The resources of the school system as well as the resources and personnel of community organizations dedicated to this same concept stand ready to help any new council organization.

The councils can be living and growing organizations adopting their by-laws and operations to meet needs as they develop.

Recommendations for Further Study

The following are suggested areas for further study pointed up by this dissertation.

1. The relationship between the school administrative staff and the council appears to be vital. What should the relationship between the council and the school superintendent, elementary principal, or community school director be? What can, or should be done to enhance this relationship?
2. A broader survey, perhaps on a regional or national basis might provide more factors that significantly contribute to the success of councils.
3. Employing the recommendations presented above, a school district could implement council(s). After evaluating the success of their efforts the suggested recommendations could be altered for future use by other school districts.

4. Using this study as a starting point, an in-depth study could be developed of a small number (5-10) of community school councils. These councils could be recommended by the Community Education Dissemination Centers located around the country. What factors make these councils successful?
5. With the many desegregation and busing programs going on, or pending in the nation, a thorough examination of these situations would be valuable. Can, or should, community school councils be established, and will they be successful in schools attended by students from a broad geographic area?
6. What are the implications for community school councils in the future? Do community educators view them as a threat or as a viable means to involve the community in a meaningful manner?

General Summary

The primary purpose of this study was to establish guidelines for the adoption and implementation of community school councils. In order to establish these guidelines it was necessary to review the literature pertaining to community school councils, determine what the characteristics and functions of councils should be, and identify some issues relevant to councils.

The characteristics and functions of councils were determined primarily by reviewing the literature. Some characteristics and functions were identified by means of a questionnaire, however.

The questionnaire was sent to one hundred and sixty randomly selected administrators and citizens who were associated with school districts that received community education funding from the State of Michigan in 1970-71. One hundred and eighteen of the one hundred and sixty surveyed responded forming the experimental sample.

The purpose of the questionnaire was to determine perceived differences or issues that the respondents had regarding community school councils. Forty school superintendents, community school directors, elementary principals, and citizens were surveyed.

It was determined that there was a significant difference among the groups on fifteen of thirty-five items. Eight of these items pertained to the council's characteristics, and seven dealt with a council's role.

Scheffé comparisons between groups revealed that there were no significant differences when a fifty per cent criterion for rejection was employed. Differences or issues were identifiable. These differences were mainly between the perceptions of the three school administrative groups surveyed and the lay citizens.

The recommended guidelines include:

1. Council Membership
2. Term of Membership
3. Council Size
4. Officers of the Council
5. Constitution and By-Laws
6. Meetings
7. Decision-Making Process
8. Council Functions
9. District-Wide vs. Building Councils
10. Relationship of the Professional Staff to the Council.

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APPENDICES

- A. LETTER OF TRANSMITTAL TO SAMPLE
- B. QUESTIONNAIRE
- C. PROPOSED CONSTITUTION AND BY-LAWS
WILLIAMS COMMUNITY ADVISORY COUNCIL
- D. STURGIS COMMUNITY-SCHOOLS AGREEMENT

APPENDIX A

MICHIGAN STATE UNIVERSITY, East Lansing, Michigan 48823

Mott Institute for Community Improvement
College of Education - 517 Erickson Hall

September 24, 1971

Dear Sir:

Your school district has been randomly selected as 1 out of 128 that received Community School Funding from the state during 1970-71. We would appreciate your assistance concerning one facet of community education, namely, community school councils.

Even though your school district may not have formally organized a community school council as part of your community education program, we are still interested in your response. We are only interested in your frank and honest opinion.

The purpose of the questionnaire is to determine how superintendents, principals, community school directors, and citizens feel concerning the role of community school councils. Please answer the questions in a way that best describes your feeling concerning the role of a community school council.

Your response to this questionnaire will be held in strict confidence and no name is requested. After you have completed the questionnaire, please return it to me in the enclosed addressed envelope. Kindly return the questionnaire by October 15th.

Your kind assistance in this matter will be greatly appreciated.

Sincerely yours,

George J. Woons
Department of Secondary
Education and Curriculum

GW/le
Enclosures

APPENDIX B

COMMUNITY SCHOOL COUNCIL QUESTIONNAIRE

INSTRUCTIONS: Draw a circle around the letters that best describes the degree of agreement or disagreement for each item listed below.

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

Definition: A Community School Council is one type of organization for the voluntary effort to solve problems of common concern in a community school program.

RATING SCALE					
SD Strongly Disagree	D Disagree	N Neutral	A Agree	SA Strongly Agree	
Circle One					
1. Teachers should be included in the council membership.	SD	D	N	A	SA
2. Principals should <u>not</u> be included in the council membership.	SD	D	N	A	SA
3. Students should be included in the council membership.	SD	D	N	A	SA
4. People with strong convictions should be included in the council membership.	SD	D	N	A	SA
5. Citizens (not just teachers or principals) should be included as council officers.	SD	D	N	A	SA
6. People from all income levels should <u>not</u> be included in the council membership.	SD	D	N	A	SA
7. Community school councils should <u>not</u> have a voice in deciding school affairs.	SD	D	N	A	SA
8. Each building in the district should have a council.	SD	D	N	A	SA
9. Councils should <u>not</u> take sides on controversial subjects.	SD	D	N	A	SA
10. Councils should have policy-making authority	SD	D	N	A	SA
11. Councils should meet on a regular basis with the board of education.	SD	D	N	A	SA

- | | | | | | | |
|-----|---|----|---|---|---|----|
| 12. | Councils should <u>not</u> solicit the support of community agencies, business organizations, and organized labor. | SD | D | N | A | SA |
| 13. | Council meetings should be public, with adequate prior publicity concerning time, place, date, and agenda. | SD | D | N | A | SA |
| 14. | A council should sponsor town-hall type meetings to discuss public issues. | SD | D | N | A | SA |
| 15. | A council should have responsibility, within the limites set by the board of education, for program staffing, budget, and implementation. | SD | D | N | A | SA |
| 16. | A council should promote democratic action in meeting local needs through existing agencies, organizations, and institutions. | SD | D | N | A | SA |
| 17. | A council should take all necessary and advisable civic measures to develop new facilities where and when needed. | SD | D | N | A | SA |
| 18. | Councils should <u>not</u> stimulate consideration for action <u>by</u> local agencies. | SD | D | N | A | SA |
| 19. | Councils should encourage special interest groups within the community to have representation on a council. | SD | D | N | A | SA |
| 20. | If councils exist in all elementary attendance arease, a representative district council should be formed with representation from the neighborhood councils. | SD | D | N | A | SA |
| 21. | This representative council should be primarily concerned with the sharing of ideas and problems. | SD | D | N | A | SA |
| 22. | The representative council should meet regularly with the board of education. | SD | D | N | A | SA |
| 23. | A primary concern of the council should be to provide for better understanding between the school and the community. | SD | D | N | A | SA |
| 24. | Council membership should reflect the racial composition of the area served. | SD | D | N | A | SA |
| 25. | Council members should be appointed by the school administration. | SD | D | N | A | SA |
| 26. | Council members should be elected by the community they serve. | SD | D | N | A | SA |

- | | | | | | | |
|-----|---|----|---|---|---|----|
| 27. | Each organized group which uses school facilities should <u>not</u> be represented on the council. | SD | D | N | A | SA |
| 28. | The community school director should <u>not</u> be a voting member of the council. | SD | D | N | A | SA |
| 29. | The school maintenance staff should be represented on the council. | SD | D | N | A | SA |
| 30. | A school administrator (superintendent, principal, or community school director) should have the right to veto council decisions. | SD | D | N | A | SA |
| 31. | Councils should actively support candidates for the board of education. | SD | D | N | A | SA |
| 32. | A community school council is a viable method for involving citizens in the school-community relationship. | SD | D | N | A | SA |
| 33. | Formally organized community school councils should be a part of a comprehensive community education program. | SD | D | N | A | SA |
| 34. | Non-parents should <u>not</u> serve on community school councils. | SD | D | N | A | SA |
| 35. | What do you feel is the major advantage, and/or disadvantage of having a community school council? | | | | | |

APPENDIX C

PROPOSED CONSTITUTION AND BY-LAWS WILLIAMS COMMUNITY ADVISORY COUNCIL

ARTICLE I - NAME

The name of this organization shall be the Williams Community Advisory Council.

ARTICLE II - COMMUNITY

The area encompassed by the Williams Community Advisory Council is bounded on the North by Groveland; and the East by Branch Road; on the West by Buick Motor Division and Selby Street; and on the South by Broadway.

ARTICLE III - PURPOSE

The primary purpose of this organization shall be to help enrich life in the Williams Community Service Center area by enabling citizens and organizations of our community to join together to:

- a. Enable citizens to work together to determine needs and to utilize fully existing resources and to develop other resources needed to meet those needs.
- b. Work for the prevention and elimination of conditions which cause social and health problems.
- c. Promote the highest possible quality and efficiency in the operation of services in the health, education, welfare, and recreation fields.
- d. Further effective coordination of effort and teamwork among community agencies and organizations, both governmental and non-governmental.
- e. Bring about community recognition and understanding of the needs of the people and to stimulate interest and participate in meeting these effectively.
- f. Promote sound community progress by fostering acceptance of individual and group responsibility in the health, education, welfare, and recreational fields.

ARTICLE IV - MEMBERSHIP

Section 1 - Membership

Anyone in the community who evidences an interest in or desire to apply for membership can be considered a member and elected to the Executive Board in the following manner:

- a. The Williams Advisory Board, which was originally appointed to set up this organization, shall elect the first group of Executive Board Members and shall call this group together for the purpose of organization.
- b. Each year the Nominating Committee will review the list of members and submit at the annual meeting, a revised list for approval for the following year.
- c. At the first annual meeting, and at every annual meeting thereafter, the total membership shall elect members to one-year terms of membership.
- d. The executive Board may, at its discretion, elect honorary members in recognition of outstanding and unselfish services to the community.
- e. The Executive Board may set a monetary fee for membership if they deem it necessary.

Section 2 - Powers and Responsibilities

Powers and responsibilities of the membership shall be:

- a. To elect new members.
- b. To elect the Executive Board except as provided in Article VII.
- c. To make recommendations to the Executive Board.
- d. To serve as a means of measuring community reaction on issues as requested by the Executive Board.
- e. To keep advised of the activities and projects of the Council through summaries of actions of the Executive Board, special reports and newsletters.
- f. To interpret continually, the function and operation of the Council to the community.
- g. To serve on committees as agreed.

ARTICLE V - MEETINGS

Section 1

The annual meeting of the organization shall be held in the month of October at such time and place as may be determined by the Executive Board.

Section 2

The membership shall meet at other times during the year as may be deemed advisable by the Executive Board.

Section 3

Notice of all membership meetings of the Council shall be in the form of public notices at least one week in advance of the time set. The purpose or purposes for which the meeting is called shall be stated in the notice.

ARTICLE VI - VOTING AND QUORUM

Section 1

Each member of the organization shall be entitled to one vote on each matter submitted to the members for their consideration. Each person shall vote in person and no member shall vote or act by proxy.

Section 2

The affirmative vote of the majority of members present shall be necessary for the authorization or taking of any action voted upon by the members.

ARTICLE VII - GOVERNING BODY

The management and administration of the affairs of this organization shall reside with the Executive Board which shall be elected by and from the membership, except as otherwise specified. The Executive Board shall have authority to fill vacancies on the Board which may occur during the year. The Executive Board shall also be authorized to elect five additional members to the Board, for one-year terms, if so desired.

ARTICLE VIII - EXECUTIVE BOARD

Section 1 - Composition and Election

- a. The Executive Board shall consist of a minimum of fifteen (15) and not more than twenty-seven (27) members elected by the membership. In addition thereto, the Board shall include the retiring president of the Council and the Chairman of all standing committees, in the event they are not members of the Board through election. The Executive Board may elect five (5) additional Board Members for one-year terms.

- b. At the first meeting of the membership of this organization, the designated number of Executive Board Members shall be elected in such manner that one-third will serve for one year, one-third for two years, and one-third for three years, respectively. Thereafter, one-third of the board members shall be elected each year at the annual meeting for three year terms.
- c. Board members may be re-elected for successive terms; provided, however, that any person who has served two consecutive three year terms as a Board member shall be eligible for re-election only after an interval of one year. This restriction shall not apply in the case of immediate past president.
- d. Any member absenting himself from three consecutive meetings may be dropped from membership on the Board by a majority vote of the Executive Board. Such matters shall be reviewed periodically.
- e. The Williams Community Advisory Board originally appointed to form the organization shall secure nominees for the first Executive Board, which nominations shall be presented at the first meeting of the organization membership.

Section 2 - Place of Meeting

The Executive Board may hold their meetings in such place as a majority of the Board may from time to time determine, or as set forth in the notice of said meeting.

Section 3 - Regular and Special Meetings

- a. Regular meetings of the Executive Board shall be held montly, unless otherwise determined by the Board.
- b. Special meetings of the Executive Board may be called at any time by the President or five (5) members of the Board; provided at least three (3) days notice is given each member of the time, place, and purpose of such special meeting; said notice being given to such addresses as are reflected in the records of the organization.

Section 4 - Quorum

Ten (10) members of the Executive Board shall constitute a quorum for the transaction of business and, if at any meeting of the Executive Board there be less than a quorum present, a majority of those present may adjourn the meeting from time to time.

Section 5 - Vacancies

Vacancies on the Executive Board shall be filled from the membership by the remaining members of the Board and each person so elected shall be a Board Member for the period of the unexpired term.

Section 6 - Compensation

No director shall receive any salary or compensation for his services as director.

ARTICLE IX - FUNCTIONS OF THE EXECUTIVE BOARD

The duties and powers of the Executive Board shall be to:

- a. Manage the affairs of the organization.
- b. Establish the policies of the Council, adopt rules, regulations and by-laws consistent with the purpose of the organization and its constitution and necessary for the attainment of the purposes of the organization.
- c. Authorize necessary committees and take final action on appropriate recommendations coming from such committees.
- d. Secure, receive, and disburse funds and accept and dispose of property.
- e. Utilize the services of the Community Relations Director of the Williams Community Education Center as executive director of the council to carry out programs and clerical services and assistance deemed necessary by the Executive Board.
- f. Give, at least once a year at a meeting of the membership, a report of major activities.

ARTICLE X - OFFICERS AND DUTIES

Section 1 - Officers

The officers of the organization shall be: a president, one or more vice-presidents, a secretary, and a treasurer, all to be elected by the Board Members from their own membership; and an executive director, if appointed, may serve as secretary to the Board but shall not be a voting member of that body. Officers shall hold office for one year or until their successor have been duly elected and qualified.

Section 2 - President

The President shall preside at meetings of the members, and Executive Board. He shall also have, exercise, and perform such other powers and duties as may be assigned to him herein and from time to time by the Executive Board.

Section 3 - Vice-President(s)

In case the office of President shall become vacant, or in case of the absence of the President, or his inability to discharge the duties of his office, such duties shall, for the time being, devolve upon the Vice-President in the order of their office. They shall perform such other duties as the Executive Board may, from time to time, authorize.

Section 4 - Secretary

The secretary shall have the responsibility for providing that notices be issued for all meetings of the Board of Directors, and all meetings of the members, and shall provide that minutes of such meetings be adequately kept. He shall perform all such other duties as are incident to his office or prescribed by the Executive Board.

Section 5 - Treasurer

The treasurer shall have the custody and keep account of all money, funds, and property of the organization, unless otherwise determined by the Executive Board and he shall render such statements and present such statements to the Board Members and President as may be required of him. He shall deposit all funds of the organization which may come into his hands in such bank or banks as the Executive Board may designate. He shall keep his accounts open at all reasonable times to any Board Member or member of the organization upon application at the office of the organization during business hours. He shall pay out money as the business may require upon the

order of the properly constituted officer or officers of the organization, taking proper vouchers therefore; provided, however, that the Executive Board shall have power by resolution to delegate any of the duties and obligations of the Treasurer to other officers or banking institutions and to provide by whom all bills, notes, checks, vouchers, orders, or other instruments shall be countersigned. He shall cause an annual audit to be made of the financial books and records of the organization. He shall perform, in addition, such other duties as may be delegated to him by the Executive Board.

Section 6 - Community Relations Director

The Executive Board will utilize the services of the Community Relations Director of the Williams Community Education Center as the administrative officer of the Council, and he will be responsible for its records and for carrying out the policies and program of the Council in accordance with the Constitution and By-Laws and the policies of the Executive Board.

ARTICLE XI - COMMITTEES

The chairman of all committees, unless otherwise specified, shall be appointed by the President and approved by the Executive Board. The President shall be an ex-officio member of all committees and shall have the privileges of attendance and voting at all committee meetings.

The President, with the approval of the Board of Directors, may appoint, without regard to membership on the Executive Board, as many committees as will further the purposes and objectives of the Council. Such committees might include Executive, Nominating, Finance and Budget, Public Relations, Project Committees, et cetera.

A majority of members of all committees herein established shall constitute a quorum.

ARTICLE XII - GENERAL PROVISIONS

Section 1 - Fiscal Year

The fiscal year of the Council shall be the calendar year.

Section 2 - Parliamentary Procedures

When parliamentary procedures are not covered by these By-Laws, Current Robert's Rules of Order shall control.

ARTICLE XIII - AMENDMENTS

The Constitution and By-Laws may be adopted, altered, amended, or repealed, on the affirmative vote of two-thirds of the Executive Board present at any meeting of the Executive Board; provided the proposed additions or changes in By-Laws have been submitted in writing to all members of the Executive Board not less than ten (10) days before the meeting at which formal action on such By-Laws is sought.

APPENDIX D

STURGIS COMMUNITY-SCHOOLS AGREEMENT

I. Preamble

The purpose of this agreement is to improve services provided by various agencies in the community, to increase the efficiency of recreation operations, and to assist agencies to fulfill the requirements of the citizens of the community at the lowest possible cost. This agreement shall constitute the basis for the co-operative action of the Sturgis Board of Education and the Sturgis City Commission in their planning for the acquisition, development and use of local public facilities.

II. Organization

A. Community-Schools Council

There is hereby created a Community-Schools Council to consist of nine (9) members. Ex-officio members of the Council shall be the Superintendent of Sturgis Public Schools and the Sturgis City Manager. The Sturgis Board of Education shall appoint a faculty member (1 year term) and a Board member (2 year term). The Sturgis City Commission shall appoint a member of the City staff (1 year term), and a Commissioner (2 year term). The Camp Fort Hill Board of Directors shall appoint one member (2 year term). Two (2) members at-large shall be appointed by the other seven members, one for a one year term and one for a two year term. After the first appointments, all terms shall be for two years. The Council shall be responsible to the Board of Education and the City Commission.

The Council shall meet the third Thursday of each month at 11:30 A.M. The Council shall annually elect a Chairman and Vice-Chairman.

B. Responsibilities of the Community-Schools Council

The Council shall establish and operate a variety of community educational and recreational programs. In addition, the Council shall be responsible for the operation of Camp Fort Hill. The Council may enter into agreements with either the School Board or City for the use of any public facility.

The areas of program development as listed in the master plan are as follows:

1. Adult and youth recreation
2. Basic education classes
3. High school completion program
4. Adult enrichment programs
5. Youth enrichment programs
6. Programs for senior citizens.

C. Community-Schools Advisory Committee

The Community-Schools Council shall appoint a Community-Schools Advisory Committee for the purpose of aiding in determining the needs of the community and expediting programs to meet these needs. The members of this Committee shall be as follows:

1. One (1) representative of Labor (3 yr.)
2. One (1) representative of Senior Citizens (2 yr)
3. One (1) representative of the Clergy (1 yr)
4. One (1) representative of High School students (2 yrs.)
5. One (1) representative of Central Intermediate students (2 yr.)
6. One (1) representative of the Inter-Service Club Council (1 yr).
7. One (1) representative of the Chamber of Commerce (1 yr.)
8. One (1) representative of Glen Oaks Community College (3 yr.)
9. Two (2) members at-large (1-3 yr. terms)

After the first appointment, terms shall be three (3) years. The first terms shall be as indicated above. The Committee shall annually elect a Chairman and a Secretary.

D. Community-Schools Director

An executive with the title of Community-Schools Director is hereby authorized, whose salary and appurtenant administrative expenses will be paid from the budget of the Community-Schools program. He shall be appointed by the Community-Schools Council upon recommendation of the Superintendent of Schools. He shall be considered a school administrator with status equal to that of a principal.

The Director will be responsible for the direction of the total Community-Schools program.

III. Financing

A. Revenue

The Board of Education and the City Commission shall budget each year funds for the Community-Schools program in the amount consistent with that currently being budgeted for the present programs being incorporated into the Community-Schools organization. Additional sources of income shall be the Sturgis United Fund, Federal and State grants, aids, contributions, tuition and fees.

B. Financial Records

A Community-Schools fund shall be incorporated into the Sturgis Public Schools financial system for the purpose of receiving revenue and disburseing financial obligations. This fund will be subject to the regular school audit. The audit report shall be filed with the City Commission.

C. Fiscal Year

The fiscal year of the Community-Schools program shall be July 1 to June 30.

D. Budget

The Community-Schools Director shall present a yearly financial budget to the Community-Schools Council for their approval. The budget will then be presented to the City Commission and the Board of Education for their approval.

IV. Camp Fort Hill

Camp Fort Hill shall continue to be the responsibility of the Camp Fort Hill Board of Directors and shall continue to be leased to the City of Sturgis for \$1 per year. The Camp Fort Hill Director shall submit a yearly operational budget to the Community-Schools Council for their approval and subsequent incorporation into the total budget. The Camp Fort Hill Director shall be hired by the Community-Schools Council and shall be responsible to it in all matters of operation.

V. Personnel

All Community-School personnel shall be hired by the Community-Schools Director with approval of the

Community-Schools Council. They shall be considered employees of the Sturgis Public Schools.

VI. Maintenance

The responsibility for the development and general maintenance of the "school areas" is that of the Board of Education and the responsibility for the development and general maintenance of "city areas" is that of the City Commission.

Specific maintenance needs for Community-Schools programs shall be the responsibility of the Community-Schools Council.

VII. Co-ordinated School-Park Planning and Development

A. The Community-Schools Council shall serve as the agent of the Board of Education and the City Commission in the joint planning of all school-park sites, but all plans shall be finally approved by the Board and the City Commission.

B. In the event that additions to existing school buildings, or additional school buildings are planned, the school architects shall consult with the Community-Schools Director to the end that buildings or additions to buildings may be designed to serve their dual purpose to the greatest practicable extent.

VIII. Standards for Development of School-Park Facilities

A. Standards of the National Recreation Association and the National Council on Schoolhouse Construction shall be considered in the development of standards for school-park construction.

B. 2.5 acres per 1,000 of the total population served by the school plus the area required for the school building and its immediate environs shall be considered as a desirable goal in land area for the combination school-park facility.

IX. Acquisition and Ownership of School-Park Sites

A. The land for school-park sites may be acquired by joint purchase or may be purchased by the City or the Board of Education individually. Each governmental unit shall retain ownership to parcels it owns at the time of the execution of this agreement or subsequently acquired. If property is jointly purchased, ownership

shall be determined by mutual agreement at the time of purchase. A request may be made by either party for permission for the use of property of the other, or a lease may be negotiated to assign use of the property. Dividing property lines should not influence over-all design, nor necessarily be defined by a fence or other obstruction.

B. When the Board of Education contemplates the acquisition of property that potentially is a school-park area, it shall inform and consult with the Community-School Council. If the City of Sturgis is expected to assume development and/or maintenance and operational costs of all or a part of the area, prior approval of the City Commission shall be obtained.

C. The Board of Education agrees to make available to the Community-Schools Council for community recreation purposes, the use of grounds and buildings under its control, in accordance with stipulations set forth in this agreement.

X. Control of Use of School-Park Sites

A. The "school area" including the school building is under the exclusive control of the Board of Education during the hours school is in session.

B. During the hours school is not in session, groups directly connected with the school function shall be given first priority in the use of the school area.

C. In all other instances the Community-Schools Director shall be responsible for the scheduling and control of the use of the school-park areas as further provided in this agreement and the rules and regulations provided for in XII.

XI. Capital Improvements

In accordance with Act 156 of the Public Acts of 1917, as amended, and subject to other applicable statutory provisions, the Board of Education and the City Commission may, by mutual agreement, jointly undertake the development and maintenance of capital improvements such as recreation centers, cultural centers and swimming pools.

XII. Use of School Buildings

A. Rules and Regulations

Rules and regulations covering the conditions of use of school buildings and areas shall be prepared in writing by the Board of Education following consultation with the Community-Schools Council. The Community-Schools Director shall be continually appraised by their current content. These rules and regulations when adopted shall constitute a part of this agreement.

B. Permits

Permits for community use of school buildings will be applied for by the Community-Schools Director in accordance with established rules and regulations.

C. Charges

No charge will be made to the Community-Schools Council for the use of the school facilities except where it is deemed necessary by the Board of Education to provide service beyond that normally required for school purposes. In such event an hourly or flat rate charge may be made to the Community-Schools Council to the extent of the additional cost to the Board of Education arising as a result of the community activity.

D. Supervision

The Community-Schools Council shall be responsible for the provision of qualified personnel, for supervision of all activities under its jurisdiction and for the content of such activities. The Community-Schools Council assumes full responsibility for the proper care of Board of Education facilities and will see that every effort is made to leave a facility in as clean a condition as possible with all equipment returned to its normal place of storage.

E. Use of Equipment

School equipment shall only be used in accordance with rules and regulations attached to, and made a part of, this agreement.

F. School Cafeterias and Kitchens

These facilities shall only be used in accordance with rules and regulations attached to, and made a part of, this agreement.

G. Summer Playground Use

Certain parts of school buildings may be used in the summer playground activity as provided in the rules and regulations.

XIII. Amendments

This agreement may be amended by mutual agreement of the School Board and the City Commission.

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