

A STUDY OF LEADERS AND LEADERSHIP IN A DEVELOPING
FRINGE COMMUNITY WITH IMPLICATIONS
FOR EDUCATIONAL LEADERS IN
FRINGE COMMUNITY SCHOOLS

By

CYRIL MERTON MILBRATH

A THESIS

Submitted to the School for Advanced Graduate Studies of
Michigan State University of Agriculture and
Applied Science in partial fulfillment of
the requirements for the degree of

DOCTOR OF PHILOSOPHY

Department of Administrative and Educational Services

1957

It is not
with have
experiences in
of professional
more plus the

Although
there are a number
persons, however
could not have
Dr. William R.
more personal
provided help

I am very
Alan Boegle,
give this an
matters of
made possible
for the above
detailed plan

I wish
respectful, a
assistance in
interest given
friendliness

I wish
tentatively to
reading and

I am not
content and
permission
stages of the

To the
interviewing

I wish
Cadden, and
stages of

ACKNOWLEDGMENTS

It is difficult to trace the incidents, personalities, and factors which have shaped one's thinking. I wish to gratefully recognize the experiences in the College of Education which assisted me in the process of professional maturation. These include experiences in two departments plus the placement and research bureaus.

Although many have contributed to the development of this thesis, there are a number of people to whom I am especially grateful. Two persons, however, share my greatest debt since without them this work could not have been completed. They are my graduate committee advisor, Dr. William Roe, who initiated the basic ideas and gave constant encouragement and constructive council, and my wife, Mary, who patiently provided help and understanding whenever needed.

I am especially grateful to my friend and helpful advisor, Dr. J. Allan Beegle, whose insight and understanding of sociology served to guide this study. Through personal conferences, patient counsel in matters of sociology, and a genuine interest in the project itself, he made possible the completion of this study. I feel a deep gratitude for the always willing laying aside of his own work to assist in the detailed plans this study made necessary.

I wish to thank Dr. Harold Byram, Dr. Troy Stearns, and Dr. Fred Vescoloni, as members of my guidance committee, for their very willing assistance and encouragement throughout the study. Their insights and interest given personally have served as a pleasant combination of friendliness and guidance.

I wish to acknowledge the assistance given so willingly and extensively by Mrs. Dagmar Breck, instructor of Communication Skills, in reading and criticizing the study.

I am deeply indebted to the Warren Board of Education, the superintendent and assistant superintendent of Warren Public Schools for their permission to conduct the study and their willing cooperation at all stages of data collection.

To those in the Warren community who so willingly submitted to interviewing, I am also very grateful.

I wish to thank Dean Ernest Melby, Dr. Paul Miller, Dr. John Thadden, and many others for their encouragement and counsel at various stages of the study.

A STUDY OF LEADERS AND LEADERSHIP IN A DEVELOPING
FRINGE COMMUNITY WITH IMPLICATIONS
FOR EDUCATIONAL LEADERS IN
FRINGE COMMUNITY SCHOOLS

By

CYRIL MERTON MILBRATH

AN ABSTRACT

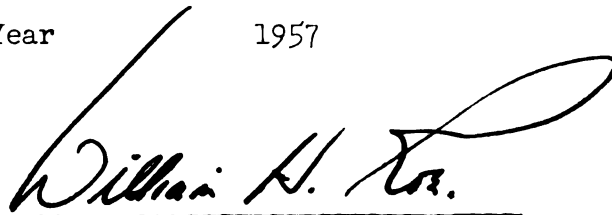
Submitted to the School for Advanced Graduate Studies of
Michigan State University of Agriculture and
Applied Science in partial fulfillment of
the requirements for the degree of

DOCTOR OF PHILOSOPHY

Department of Administrative and Educational Services

Year 1957

Approved



ABSTRACT

This study was concerned with leadership in a developing fringe community as compared with leadership in stable mature communities. It also was an attempt to look at the school from the community viewpoint through the eyes of community-wide leaders. The ultimate purpose was to determine an acceptable community development and leadership role for educational leaders in a developing fringe community.

The study was based upon the premise that what leaders feel and believe makes an important difference in the social policy of a community. The research developed out of two major needs concerning community organization. The first need was for more detailed information concerning leadership in developing fringe communities, and the second was for an understanding of the leadership and community improvement roles of the school in a rapidly changing social system.

The fringe, referred to as a new sociological frontier, had not been studied in depth in relation to leadership. For this reason the depth interview technique was employed in a case study of the Warren School District, geographically located in the northeast fringe area of Detroit, Michigan.

The primary focus was upon the completed social profile which gave a picture of the social structure, the social policy, and the leadership pyramid. The top leaders were then interviewed concerning their attitudes and beliefs about their community and the role of the school in community life.

The major hypothesis was stated as: Leadership in the Warren fringe area is significantly different from leadership in a stable mature community. A second hypothesis related to the first was that: The school as a social institution has a different, more important role to play in a developing fringe community.

The seventeen top leaders were interviewed to determine their attitudes toward social change, the community improvement role of the school, newcomers in the community, and the acceptability of the community school concept. The study employed valid sociological techniques and methods to gain the information needed to understand the role of the school.

The findings in the study showed that leadership in a fringe community is significantly different. The community lacked social cohesion giving a leadership picture of a low flat pyramid with a broad base. Leadership was hampered by ineffective communication at the lay citizen level and an inadequate number of capable leaders interested in community improvement. In such a social situation, due to a fluid population and a changing social policy, the schools and churches were called upon to accept different and more important social and leadership roles in the developing fringe community.

Other findings of the study were: formalized authority was a prime determinant of a lay citizen's image of a community leader; leadership roles pivoted around institutional problems; community progress was measured in terms of expediency rather than planned goals

or obligation

ing the air

of interest

was required

and provide

being seen

contained in

the hands

improved as

or objectives. Leaders' attitudes were positive toward change, paralleling the kind of leadership common to America's pioneer era. A new kind of leadership, commonly termed group-centered democratic leadership, was required which permitted the inclusion of newcomers to the fringe and provided for leadership training at the same time as problems were being solved. The findings of the study point toward an education-centered community in which the community school as an effective tool in the hands of educational leaders can assist all groups in developing an improved and more desirable human community.

DATE

1. 1937

19

20

21

22

23

24

25

26

2. 1937

27

28

29

30

31

32

33

34

35

36

37

TABLE OF CONTENTS

CHAPTER	Page
I. DISCUSSION AND STATEMENT OF THE PROBLEMS.....	1
Introduction.....	1
Analysis of the Situation.....	2
Need for the Study.....	4
Dimensions of the Problem.....	5
Problem in Focus.....	6
Assumptions Concerning the Study.....	7
Leadership in a Stable Mature Community.....	7
Leadership in a Fringe Area Community.....	9
Procedural Steps and Methods.....	10
Definition of Terms.....	11
II. A REVIEW OF PERTINENT LITERATURE.....	14
Fringe.....	16
Definition.....	19
Criteria of a Fringe Area Community.....	21
Community.....	22
Community Definition.....	27
Community Studies.....	28
Leaders and Leadership.....	32
Leaders and Leadership Definition.....	38
Group Definition.....	42
Community School.....	43
Community School Definition.....	52
Pertinent Research Studies.....	55
Summary.....	63
III. METHODOLOGY.....	65
Selecting a Fringe Area Community.....	65
Michigan State University--Warren Research Project.....	68
Developing a Historical Profile.....	71
Identification of Community Leaders.....	72
The Interviewing of Leaders.....	76
Community Attitude Scales.....	79
Important Events in the Progress of the Study.....	81
Plan for Analysis of Data.....	83

RECEIVED

DATE

NO. OF

IN

BY

FOR

TABLE

OF

THE

RECORDS

OF

THE

RECORDS

OF

THE

RECORDS

OF

THE

RECORDS

OF

THE

RECORDS

OF

THE

RECORDS

OF

THE

RECORDS

OF

THE

RECORDS

OF

THE

RECORDS

OF

THE

RECORDS

OF

THE

RECORDS

TABLE OF CONTENTS - Continued

CHAPTER	Page
IV. THE WARREN SCHOOL COMMUNITY.....	85
Introduction.....	85
A Historical Profile.....	86
Leaders of the Warren School District.....	93
Community-Wide Leaders.....	94
V. LEADERS AND LEADERSHIP STRUCTURE IN A FRINGE SCHOOL DISTRICT.....	108
Introduction.....	108
The Leadership Structure.....	109
Position in the Leadership Structure.....	120
Leadership Roles.....	123
Community Attitude.....	128
Community Goals and Objectives.....	132
Policy Toward Newcomers and Resource Persons.....	136
A Rationale as to Leadership in Warren School District...	138
Group-Centered Leadership in a Fringe Community.....	140
VI. THE ROLE OF THE COMMUNITY SCHOOL AS A SOCIAL INSTITUTION IN A FRINGE COMMUNITY.....	147
Introduction.....	147
The Community School Concept.....	149
The Community School Concept a Design and a Reality.....	151
The Role of the Warren School in the Fringe.....	166
Warren Leaders Interpret Their School's Role.....	178
Summary.....	185
VII. SUMMARY OF FINDINGS AND IMPLICATIONS FOR EDUCATIONAL LEADERS.....	189
Introduction.....	189
A Summary of Findings.....	190
Implications for Educational Leaders in Fringe Community Schools.....	194
Implications: Social Situation.....	196
Implications: New Social and Leadership Role.....	197
Implications: Leadership Training.....	198
Implications: Community School.....	199

DATE

TIME

1/1
2/1
3/1

4/1

REMARKS

REMARKS

TABLE OF CONTENTS - Continued

CHAPTER	Page
Implications: Graduate Programs.....	200
General Implications Concerning Schools in Developing Fringe Communities.....	202
Suggestions for Further Research.....	203
BIBLIOGRAPHY.....	206
APPENDICES.....	216

252

I. 1820

II. 1821

III. 1822

1823

IV. 1824

1825

V. 1826

VI. 1827

VII. 1828

VIII. 1829

IX. 1830

X. 1831

XI. 1832

XII. 1833

XIII. 1834

LIST OF TABLES

TABLE	Page
I. Random Sample Block Selection.....	69
II. Present Conditions in the Warren School Community.....	92
III. Occupational Position of the Top Leaders in a Fringe School District.....	95
IV. Random Sample Survey Team's Reaction to Leadership Diffusion in Warren School District.....	112
V. Pyramiding of Leadership Choices.....	117
VI. Basis of Position in the Leadership Structure.....	123
VII. Problems Identified by Leaders.....	126
VIII. Self Analysis Role Choices of Top Leaders.....	128
IX. Community Characteristics or Problems as Seen by Top Leaders and Lay Citizens (Index of Adjustment and Values)...	130
X. A Summary of Results from the Bosworth Community Attitude Scale.....	131
XI. Community Progress is Measured on the Basis of Expediency...	135
XII. Leadership is the Key in Effective Community Planning.....	142
XIII. Need for Democratic Leadership in Planning.....	142
XIV. Types of Leadership Training for the Warren School District.	144
XV. Community Mindedness of Top Leaders.....	146
XVI. Rank Order of Warren's Social Institutions.....	170
XVII. School's Role in Community Development.....	171
XVIII. The School's Roles as Leaders See the School.....	173
XIX. Roles Assigned Warren Schools by Top Leaders.....	177

1951

1952

1953

1954

1955

1956

1957

LIST OF TABLES - Continued

TABLE	Page
XX. How Leaders Feel About the School's Initiative in Encouraging Community Development.....	181
XXI. Student Involvement in Improvement Projects.....	182
XXII. Social Studies Fact Finding Surveys.....	183
XXIII. Use of School Funds for Community Planning.....	184
XXIV. New or Expanded Services.....	186

LIST OF FIGURES

FIGURE	Page
1. A Comparison of the Conditions in Warren, Michigan, May, 1956, with the Blizzard-Anderson Fringe Criteria.....	67
2. Map Showing Location of Leaders and Sub-Communities.....	114
3. Mutual Choices Made by Top Twenty Leaders.....	119

This is

an old

thing

like

many

people

know

about

it

and

it

is

very

old

and

CHAPTER I

DISCUSSION AND STATEMENT OF THE PROBLEM

INTRODUCTION

This study attempts to establish a "rationale" as to leadership and the role it plays in community development in a fringe area. Fringe area communities are developing in agricultural territory that lies just outside our modern metropolitan centers. Specifically, the study will attempt to discover if leadership in a fringe area is different from leadership in a more stable and more mature rural or urban community. Findings from such a study may be expected to have implications for educational leadership in fringe areas.

The rural-urban fringe areas around metropolitan centers have grown fast and their problems have grown faster than the communities' ability to solve them. Adequate and effective leadership become essential in community development. As seen by Truman M. Pierce, "The leading citizens in a community have much to do with the way people live."¹ The positions held by leaders and their decisions in community matters are of social concern.

The writer has long been interested in the fringe area and its community dynamics. This interest, developed through living and

¹Truman M. Pierce, Edward C. Merrill, Jr., Craig Wilson, and Ralph B. Kimbrough, Community Leadership for Public Education, New York: Prentice Hall, Inc., 1955, p. 54.

working in a fringe area community, has provided the stimulus for this more intense study of leadership and community dynamics as they have affected people in a fringe area school district outside the city of Detroit, Michigan. This study is based upon a single school district which met the basic criteria of a fringe area and was well aware of its own problems of community development.

AN ANALYSIS OF THE SITUATION

Certain definitions are in order at this point. References will be made throughout this study to a fringe area, to community, and to leadership. A fringe area is used here to mean that area which lies just beyond the incorporated limits of an urban center, where land which was once only farm land is now used for farms, homes, stores, and factories with little or no planned zoning.

A community, as defined here, is a population aggregate, inhabiting a delimitable, contiguous territory, sharing a historical heritage, possessing a set of basic service institutions, participating in a common mode of life, conscious of its unity, and able to act in a corporate way.²

Leadership referred to in this study is group centered leadership and is defined by Thomas Gordon as follows:

²Lloyd Allen Cooke and Elaine Forsyth Cooke, A Sociological Approach to Education, New York: McGraw-Hill, 1950, pp. 48-49. A community is composed of a group of citizens whose common bonds or interests are focused upon institutions which satisfy basic physical and social needs. Such institutions include a twelve grade school, a bank, a newspaper, a movie theater, a doctor and a dentist, and a trade and service center.

PERSON
FINDING
SALV
GENERAL
SOME
HOLDING

In a

others like

person seen

newcomers

by old r

himself

cooperate

ending

to be

STORY

AND

THE

THE

ST

2

3

Leadership can be conceptualized as an interaction between a person and a group, or, more accurately, between a person and the members of a group. Each participant in this interaction may be said to play a role, and these roles in some way must be differentiated from each other. The basis for this differentiation seems to be a matter of influence--that is one person, the leader, influences, while the other persons respond.³

In a fringe area, in contrast to a mature, stable community, newcomers live next to old residents (old roots) in various groupings, each seeking to achieve personal goals on an individual basis. These newcomers often demand changes and such changes are usually resisted by old roots. The conflict tends to produce a cleavage between individuals and between the "old" and the "new" and prevents effective cooperation and use of the social processes. Effective leadership during this period of social conflict is essential if a "good" community is to eventually emerge.

During the early planning stages of this study it became quite evident that no one fringe area is identical with any other. Fringe areas vary as to natural resources, physical features, present and potential economic development, and their local tradition. The personalities of its residents, their values and beliefs, and their social organization also differ significantly. However, each fringe community is regulated by similar laws, is served by similar institutions, and faces like problems.

It was apparent in planning the study that the similarities in fringe communities were sufficiently important so that a study of a

³Thomas Gordon, Group-Centered Leadership, New York: Houghton Mifflin Company, 1955, p. 51.

Single

Import

Export

Change

Trade

Area

Degree

Result

Change

And

Refers

In

Each

Only

One

Of

On

For

By

single fringe community would have value if applied to any fringe area. Important similarities to this study included mixed social cultural backgrounds, crowded schools, social systems lacking unity, with social change a pattern rather than the exception.

NEED FOR THE STUDY

There is general lack of research on the development of fringe area communities. In every area of the United States, in varying degrees of acceleration, people are moving into fringe areas which results in cultural changes. With the population shift, and cultural changes, the services and the institutions extending services change and assume distinctive characteristics. The fringe area changes; it is neither urban nor rural. Fringe area communities need to be studied in order that we may more clearly understand the factors which cause such changes to take place.

Educational leaders need to reassess their positions and leadership roles in fringe communities. Sociological studies point out that the school's position as a social institution tends to change from one of minor importance to one of key importance in the community. The school then is a unifying force in an area that lacks unity. How people feel toward the school is a key social force in the social system. Educational leadership tends to be effective to the extent that its leaders are in tune with the community policy concerning public education. Accordingly, Pierce points out, "If the educational administrator is to understand the community's own concepts of education, its

with, and

university's

Wanda

policy and

positive o

As viewed

the local

as long

leaders

in some

abstract

for a

of a

and

role, and its way of achieving its goals, he must understand the community's over-all patterns of beliefs and values."⁴

Within fringe areas, where conflicting concepts of educational policy are likely to exist, the educational leader must have a realistic, positive concept of the role of the school in community development. As viewed in this light, there exists today a need for understanding the leadership structure and the leadership roles of fringe area leaders as they work together in seeking solutions to their problems. How these leaders feel about the school as an institution and the role it plays in community development is important to every fringe area school administrator. The pertinent question is, "What is a reasonable role for the educational leader to play in a fringe area community?" Of necessity the answer can only be formulated after much study and analysis of fringe area communities.

DIMENSIONS OF THE PROBLEM

If proper focus is to be achieved, operational limits must be recognized. This study is limited to the Warren, Michigan, school community, geographically located in the northeast fringe area of Detroit, Michigan.

The study included only those leaders who were identified three times or more in the random sample of the Warren Community Research Project. This study then was a part of the Warren Community Research

⁴Truman M. Pierce, et al., Community Leadership for Public Education, New York: Prentice-Hall, Inc., 1955, p. 271.

Project 101

part of the

from the 1

basic level

examining

The s

issues w

The 13th

leaders

around

more of

issues

issues

issues

issues

issues

issues

issues

issues

issues

issues

issues

issues

issues

issues

issues

issues

issues

issues

Project conducted by the Administrative and Educational Services Department of the College of Education at Michigan State University. The data from the larger study are available and were used in determining the basic leadership identification pattern and also served as a basis for community information.

The study was confined to leaders identified as community-wide leaders who were important in making decisions for community improvement. The identification of "community-wide leaders," as against business leaders or political leaders, was necessary in order to provide a common basis of selection. Those leaders who were identified four or more times became the selected community leaders who were studied intensively and upon whom this study was based.

THE PROBLEM IN FOCUS

The guiding concern of this study was to explore and determine the leadership structure of the Warren School Community. In a sociological sense the leadership structure is considered to be the power structure. According to Hunter, power is "an abstract term denoting a structural description of social processes."⁵ This study then is an attempt to apply a sociological frame of reference concerning community and leadership structure to an educational problem. The design of the study limits the leadership analysis to a single fringe area community and necessitates a comparison then with leadership as in stable communities.

⁵Floyd Hunter, Community Power Structure, Chapel Hill, North Carolina, University of North Carolina Press, 1952, p. 2.

This is not
in a strong
structure
of leadership
The way
in the War
in a state
is that the
important

Leaders
accept
control
structure
structure
structure
structure
structure

This is necessary since no previous study has been made of leadership in a fringe area community. The variable then becomes the leadership structure under analysis as it is compared with known characteristics of leadership in permanent communities.

The working hypothesis for the study is, simply, that leadership in the Warren fringe area is significantly different from leadership in a stable mature community. A second hypothesis related to the first is that the school as a social institution has a different and more important role to play in a fringe community.

ASSUMPTIONS CONCERNING THE STUDY

Certain basic assumptions concerning known characteristics of leaders and the leadership structure in stable mature communities were accepted. Other assumptions were made concerning the school's role in community development. These premises, drawn from other research studies, have served as the constant against which the leadership structure under analysis as the variable was compared. Among the assumptions are these statements concerning leadership in a stable mature community.

Leadership in a Stable Mature Community

1. The leadership structure is relatively stable and as diagrammed is pyramidal in shape, having steep sides and rising to a narrow plateau or apex.⁶

⁶Hunter, op. cit., p. 62; Robert M. MacIver, Web of Government, New York: The Macmillan Company, 1947, p. 97.

2. Position in the leadership structure is based upon social position,⁷ influence,⁸ and length of community residence.⁹
3. Leadership roles tend to be relatively stable and well defined.¹⁰
4. The school as a formal institution plays a minor role in the leadership structure.¹¹
5. The community attitudes of leaders tend to be similar to those held by the community itself.¹²

⁷Christopher Smith, "Social Selection in Community Leadership," Social Forces, 15:530-35, 1954; Elizabeth Hooker, "Leaders in Village Communities," Social Forces, 2:604-14, 1928.

⁸Gerhard F. Gettel, "A Study of Power in a North Central State Community," Unpublished Ph.D. thesis, Michigan State University, 1956, p. 15; Seymour Louis Wolfbien, The Decline of a Cotton Textile City, New York: Columbia University Press, 1944, pp. 54-55.

⁹Paul A. Miller, "A Comparative Analysis of the Decision-Making Process in Community Organization Toward Major Health Goals," Unpublished Ph.D. thesis, Michigan State University, 1953, pp. 87-94; Floyd Hunter, Ruth Connor Schaffer, Cecil G. Sheps, Community Organization: Action and Inaction, Chapel Hill: University of North Carolina Press, 1956, pp. 82, 92, 98.

¹⁰Smith, op. cit., pp. 532-33; Hunter, Schaffer and Sheps, op. cit., pp. 234-35.

¹¹Hunter, op. cit., p. 82; Truman M. Pierce and Craig Wilson, "Research in County Educational Administration, (Cheatham County Study)" The School Executive, 72:96-106, March, 1953.

¹²A. B. Hollingshead, Elmtown's Youth, New York: John Wiley and Sons, Inc., 1949, pp. 89-110; Dwight Sanderson, Leadership in Rural Life, New York: Associated Press, 1940, pp. 36-38.

6. Leaders evaluate community progress in terms of commonly accepted community goals and objectives.¹³

7. Leaders accept help from outsiders only as such advice is essential in deciding issues.¹⁴

The sub-hypotheses tested in this study are related directly to the seven assumptions and may be referred to by numerical designation. The sub-hypothesis, as a variable to its comparable assumption, focuses upon differences rather than similarities. The sub-hypotheses tested in this study concern leadership in a fringe area community.

Leadership in a Fringe Area Community

1. The leadership structure is diffused and has a broad base.

The pyramid is broad and flat when contrasted with the leadership structure in a stable community.

2. Formalized authority is a prime determinant of a leader's position in the leadership structure.

3. Leadership roles pivot about institutional problems and tend to change with the situation.

4. The greatest articulation of leadership revolves around the school.

5. Leaders' attitudes about community are different from those held by area residents.

¹³Hunter and Shafer, op. cit.; Gettel, op. cit., pp. 218-219; Hunter, op. cit., pp. 207-16.

¹⁴Hunter, op. cit., pp. 240-42; Hooker, op. cit., pp. 409-10; John Useem, Pierre Tangent, and Ruth Useem, "Stratification of a Prairie Town," American Sociological Review, 7:331-42, 1938.

6. Community progress tends to be evaluated in terms of expediency rather than planned goals and objectives.
7. Leaders willingly accept assistance from outsiders as resource persons.

PROCEDURAL STEPS AND METHODS

The general problem basic to this study suggested the case study approach since any data collected would have little comparative research for a background. Using the case study method and focused interviews as a technique for gathering data, it was felt that a more valuable study could be achieved. The fringe school district community selected first had to meet the criteria of a fringe area as described in sociological research. A second requirement, as important as the first, was that the community had to be willing to cooperate in such a study.

The actual study of leadership required the choice of a leadership identification method which was valid and acceptable. The identification itself required personal interviews and cooperative relations in the community concerned. Using sociometric techniques, it was possible to identify those persons who occupied the decision-making leader roles in the community. The decision-making group was then interviewed using the focused or depth interview to determine the role of the school in community development.

DEFINITION OF TERMS

The following definitions were used for the purposes of this study. (The definitions for the terms community, fringe, and leadership were given on pages two and three of this chapter.)

The leader in a group-centered situation: is a person whose direction of activities is perceived as providing help with the means the group and individuals desire to use for achieving general and/or personal goals.¹⁵

Stable mature community: is a community which has achieved and satisfactorily now has the seven basic elements of a community as defined by Cooke:¹⁶ namely, a population aggregate, inhabiting a delimitable, contiguous territory, sharing a historical heritage, possessing a set of basic service institutions, participating in a common mode of life, conscious of its unity, and able to act in a corporate way.

Fringe community: is a developing community neither urban nor rural in which the seven basic elements of a community have not as yet been achieved. (Seven basic elements noted in footnote 16)

Community school as defined by Alvin D. Loving is based on two criteria as follows:

The community school serves and enriches society by surveying community needs and resources, giving initial leadership to constructive community improvement projects, helping to develop

¹⁵Arron Harry Passow, "Group Centered Curriculum Leadership," Unpublished Ph.D. thesis, Teacher's College, Columbia University, 1951, p. 74.

¹⁶Cooke, op. cit., pp. 48-49.

a sense of community throughout the community, practicing and promoting democratic procedures, and coordinating all constructive efforts to improve community living.

The community school reflects and involves community resources in the schools instructional program by using human and material resources in the instructional program, building the curriculum around major human problems, involving all persons concerned in planning and appraising the school program, and being genuinely life centered as a social institution.¹⁷

A group: consists of two or more interacting individuals held together by a common interest or goal.

Decision maker: a top power leader who makes decisions that effect community progress.

Legitimizer: a second level leader who through formal action in properly called meetings legalizes the decisions of the top leaders.

Facilitator: a leader who makes the legalized decisions work out in practice.

Authority: as defined by Webster is legal or rightful power, a right to command or act; a power exercised by a person in virtue of his office or trust such as the authority of parents over children. One that is claimed or appealed to in support of opinions, actions, or measures. The authority may be vested in a person, a board, or a commission.

Social role: the expectancies of a particular social situation, as interpreted by the actors in the situation. If the person consistently

¹⁷Alvin DeMar Loving, "Crystallizing and Making Concrete the Community School Concept in Michigan Through Study of On-Going Community School Practices," Unpublished Ed.D. dissertation, Wayne University, Detroit, Michigan, 1954, p. 3.

adopts a particular set of roles in a variety of situations, his behavior may become stabilized so that others expect him to behave in these ways.¹⁸

¹⁸Wilbur B. Brookover, A Sociology of Education, New York: American Book Company, 1955, p. 231.

CHAPTER II

A REVIEW OF PERTINENT LITERATURE

Much has been written in the areas of leadership and community, but a review of such research shows that there is little, if any, agreement as to how "leadership" and "community" should be defined. The literature is teeming with concerted efforts to delimit, define, and/or delineate the terms. A 1957 bibliography on leadership listed more than 1,650 different recent articles, bulletins, or books, each concerned with some phase of leadership.

A review of the pertinent literature revealed that no studies have been completed concerning leadership in the fringe area. A further perusal showed that there were conflicting and confusing definitions of "fringe." Since a considerable portion of the research concerning fringe areas had been completed at Michigan State University, much of what is reported here came from resource materials available in the sociology department.

Similarly, "community" has no end of different meanings. The particular meaning for this research comes out of a study of the history, the physical and geographical interpretation, the moral concept, and the social structure of the community. The definition accepted for the study is one given by Cooke and Cooke in their book, A Sociological Approach to Education. This definition seems most appropriate since

we are concerned with the role of the school in community development in this research.

In the research studies effective democratic processes and procedures were found to be essential to success in community growth and development. Other factors significant to successful stimulation of people in communities were effective group centered leadership and an initiator leadership on the part of the school as a social institution.

This is not an attempt at an exhaustive review of the literature, searching for all possible definitions of leadership. Rather the writer attempted to list the theories and types of leadership, to understand and evaluate the concepts (a. traditional-authoritarian - personality trait, b. situation-determined, c. group: reality-centered) of leadership in light of leadership's function in a democracy. The terms leadership, leader, and group are then defined in relation to this discussion.

As discovered in community studies, the community school concept thrives and grows in a democratic atmosphere. Within the concept success seems to come when lay citizens solve their community problems using flexible, adaptable, and creative group-centered leadership.

Other leadership studies that have a bearing on this research were either oriented to larger cities or to counties rather than to the smaller community. Their emphasis was either upon a certain phase of a process of leadership rather than upon the leadership structure as it is related to community development. None of the studies discussed in

this chapter, nor any of the others reviewed, duplicated this study in scope, procedure, or objectives.

The pertinent literature has been classified into sections, one dealing with each of the following terms: fringe, community, leadership, and community school. In each section the writer has attempted to define and delimit the term itself in light of current research as it will be used and applied in this study. Related studies which have a bearing, have been referred to specifically within the section in which they are applicable. A further discussion of these studies is summarized in the final section of the chapter.

FRINGE

The term "fringe" in sociological context means a changing area; it is a natural social phenomenon, involving destruction of the old social atmosphere and development of a new. Recently captioned as "America's modern migration in a station wagon,"¹ this change is producing an economic, social, and psychological problem area which as yet is not understood. People moving to the fringe have a motivation similar to others in migration, a lack of satisfaction of conditions as they are and a promise of "greener pastures" somewhere else.

¹N. L. Whetten and W. C. McKain, Suburbanization and Metropolitan Growth, an address, Workshop for Chamber of Commerce Executives, Michigan State University, 1955, p. 2.

This urban encircling, rural penetrating movement has been increasing at an accelerating rate until now 35 to 40 million of America's 154 to 155 million live in the fringe of our 168 cities.² The present migration is a short one. The distance each person moves is not usually far, only a change of residence from an urban setting to a rural setting just beyond the metropolitan reaches.³ Made possible by the convenience of the automobile and rapid communication, the fringe has become popular across the nation as a place to live and raise the family, a fulfillment of the romantic dream of having satisfactions of both urban and rural living.⁴

However, the rural resident, whom this fringe pushes in upon, wishes to maintain his "old pattern of living," and is much disturbed when his rural (rural-urban) neighbor settles down and soon becomes dissatisfied with the lack of services and comforts urban living formerly provided. As an inevitable conflict ensues over schools, roads, utilities, and services, a new social frontier is born which eventually results in a new community with a new and different value orientation, where ideally, both rural and urban residents find a place of real life satisfaction and living.⁵

²W. A. Anderson, "Social Change and an Urban Fringe Area," New York: Cornell University, Rural Sociology Publication 35, February 1953, p. 1.

³Whetten, op. cit., p. 2.

⁴Anderson, op. cit., p. 23.

⁵Walter C. McKain, Jr. and Nathan L. Whetten, "Occupational and Industrial Diversity in Rural Connecticut," Bulletin 263, Storrs: Storrs Agricultural Experiment Station, University of Connecticut, November, 1949, p. 21.

Far too many people think of the fringe as a suburb or housing subdivision which is almost a copy of urban streets, except for larger lots. Our concern is not with these rows of new houses but with the unplanned, non-village, rural non-farm area in which there is a mixture of land uses related to farming and to urban interests alike. As pointed out by Rodehaver,⁶ a two directional movement has been established in the fringe; in addition to migration out of the city, there is an in-migration of rural people in search of employment and urban social and cultural advantages, who still prefer rural living and do some part-time farming.

Mention in research concerning the term rural-urban fringe was made by Lynn T. Smith in 1937. He described it as a non-village--rural non-farm population living in "an area in which there is a mixture of land uses that are related to farming and to urban interest."⁷ Dr. Nathan L. Whetten, a rural sociologist, did a good deal of pioneer work on fringes in Connecticut before 1940. This would indicate that the rural fringe was a recognized social problem first in the eastern part of the country before it became a well defined movement in other areas.

⁶Miles W. Rodehaver, "Fringe Settlement as a Two Directional Movement," Rural Sociology, 12:49-57, March, 1947.

⁷Samuel W. Blizzard and William F. Anderson, "Problems in Rural-Urban Fringe Research: Conceptualization and Delineation," Progress Report 89. State College, Pennsylvania: Pennsylvania State College, November, 1952, p. 2.

Fringe Definition

According to various sources, the term fringe is very general and because it is relatively new no completely acceptable definition has been developed. McKain and Burnight,⁸ after a perusal of thirty studies of the rural-urban fringe described the concept as "spongy" with a definite lack of sharpness. They found that attempted definitions included these concepts: (1) both rural and urban land uses, common, (2) a definite mingling of those who work in agriculture and those in urban occupations, (3) demographic characteristics, (4) and an abnormal social problem, transitional in nature. Their suggestion is that there might be two types of fringe: the limited fringe and the extended fringe.

The limited fringe⁹ lies next to the city or urbanized area. It frequently contains some commercial, amusement, and manufacturing establishments, as well as subdivisions of homes. As greater numbers of urban home-seekers move into the area there results an eventual disappearance of the "rural" element.

The extended fringe,¹⁰ on the other hand, represents more mixed land use with much of the area still in farmland, but having a large

⁸Walter C. McKain and Robert G. Burnight, "Sociological Significance of the Rural-Urban Fringe," Rural Sociology, 18:108-109, June, 1953.

⁹Ibid., p. 110.

¹⁰Ibid.

number of comparatively new single family residences interspersed among the farms. Governmental responsibility is in the hands of a town board and is usually carried out through ordinances which were enacted to meet the problems of a rural area. Its business establishments, randomly spaced because of lax zoning laws, include general stores, gas stations, drive-in restaurants, and out-door movies. Most fringe dwellers own their own homes, commute to industrial jobs in nearby urban centers, have inadequate social life, and do some part-time farming or gardening.¹¹ One of the basic physical features of the extended fringe area is the lack of uniformity of residences; no characteristic type of farm residence or non-farm residence can be detected.

The extended rural urban fringe may prove to be the ideal laboratory for the rural sociologist interested in social change. According to Lively,¹² the agricultural hinterlands will continue to be penetrated by increasing numbers of people from urban centers. This area of penetration in the industrial East may encompass the rural areas of an entire state. In other sections of the country, the extended rural urban fringe may cover all or parts of several counties surrounding a city.

J. Allan Beegle,¹³ in his study of Michigan's fringe population, defines the fringe operationally as an area "including all townships

¹¹Ibid., p. 111.

¹²Charles E. Lively, "The Sociological Significance of the Rural Urban Fringe," Rural Sociology, 18:168-79, June, 1953.

¹³J. Allan Beegle, "Characteristics of Michigan's Fringe Population," Rural Sociology, 12:253-263, September, 1947.

surrounding a given center which has fifty percent or more non-village rural non-farm residents." In a similar definition, Blizzard says it is "that area of mixed urban and rural land uses between the point where full city services cease to be available and the point where agricultural land uses predominate."¹⁴ In both definitions the emphasis is placed upon the facts that urban residents have reached a majority, and mixed land use is common. For the purposes of this study the fringe is considered to be: that area which lies just beyond the incorporated limits of an urban center, where land which was once only farm land is now used for farms, homes, stores, and factories with little or no planned zoning evident.

Criteria of a Fringe Area Community

Our concern in this study is primarily that of the extended fringe and its problems of community importance. In order to select a fringe community for this study, a further review of the literature was made. Lively, in his discussion of the sociological significance of the rural urban fringe noted the following as criteria:

1. Mixed land use
2. A good deal of farming
3. An urban-oriented people¹⁵
4. Many rural non-farm homes.

¹⁴Samuel W. Blizzard, "Research on the Rural Urban Fringe, A Case Study," State College, Pennsylvania: Pennsylvania State University, Paper No. 1802, 1954, p. 1.

¹⁵Lively, op. cit., p. 172.

Blizzard and Anderson in their study in Pennsylvania selected the following criteria of a fringe area:

- 1 . Mixed land use
- 2 . Both rural and urban values evident (provide for possible social cleavage)
- 3 . Largely an unplanned development
- 4 . A wide occupational variation
- 5 . A high percent of home ownership
- 6 . Part-time farming or gardening, common
- 7 . Governmental responsibility in the hands of a town board.¹⁶

For the purpose of this study the Blizzard, Anderson criteria were accepted as basic for the selection of a fringe area for study.

COMMUNITY

The concept of community is used and misused by people in all walks of life. Because of its many uses, community seems to be a nebulous term; yet it is a concept with definable characteristics. At whatever level community life is to be studied, however, there are social structures and social processes which implement it. Such processes today would tend to mean a sharing in common with a strong sense of belonging.

Historically, the elements of the local community came out of the evolutionary process of living together.¹⁷ In the usual concept the local community has the feeling of wholeness, as one out of many.¹⁸

¹⁶Blizzard and Anderson, op. cit., p. 3.

¹⁷Dwight Sanderson, The Rural Community, Boston: Ginn and Company, 1932, p. 7.

¹⁸Edward C. Lindeman, The Community, New York: Associated Press, 1921, p. 11.

It **has** organization, including a center and a boundary and a means of **communication** from one point to another and back again.¹⁹ It has its **own heritage** of culture and its life reflects all of its varied past.²⁰ Its **community** values are essential to the continuity of society and **require** education for perpetuation. This primary concept of community is **never** far from nature.

Our modern society attaches many shades of meaning to "community," **each** based upon the value orientations of culture.²¹ Obviously, even **though** they vary greatly, all communities have their physical environments, cultural patterns, occupations, natural resources, and **communication** facilities.

According to Steiner,

People comprising the community may be few or many, the area they inhabit may be large or small, and their communal organization may vary from the most informal efforts to act together to the highly institutionalized form of government of a modern city complicated by its confusing network of agencies and functionaries both public and private.²²

It becomes apparent that understandings of community are inexact and **very** nebulous in nature. It must be evident at this point that there is no **clear-cut** definition, but rather that there are many impressions.

¹⁹Sanderson, op. cit., p. 480.

²⁰Carle C. Zimmerman, The Changing Community, New York: Harper and Brothers, 1938, p. 22.

²¹John A. Kinneman, The Community in American Society, New York: Appleton-Century-Crafts, Inc., 1947, p. 16.

²²Jesse F. Steiner, Community Organization, New York: Appleton-Century Company, 1930, p. 21.

A community has a psychic phenomenon or character akin to fellowship or brotherhood.²³ As the community develops the socio-psychic aspect, it produces a common culture or basic value system. This suggests that the community must possess some degree of equilibrium since cultural differences and similarities are constantly pulling it apart and together. Basic values held in common within the social structure form the basic moral concepts of community which when challenged are least susceptible to change or alteration.

Robert Angell refers to the integrated society in American culture as the "moral" community in which its members hold ultimate values in common. His statement would imply that "moral" community is seldom lost if the ultimate values remain. His insight implies this:

One cannot specify the number of strands of moral community there must be to produce a society that is satisfactorily integrated, but it is obvious that it need not be many. So long as there are a few broad objectives, which all unite in seeking, the rest of the social structure may be adapted to them in some organized way.²⁴

The sense of moral community does not require that people think alike on all issues. The important ingredient in this context is that people have a broad framework within which conflicts and disagreements may be worked out. The crucial point, therefore, is not whether people actually concur with respect to the expediency of various issues but whether they are in accord as to the ultimate values to be realized.²⁵

²³Lindeman, op. cit., p. 18.

²⁴Robert C. Angell, Integration of American Society, New York: McGraw-Hill Company, Inc., 1941, p. 29.

²⁵Ibid., p. 33.

The **crux** of this conception of community lies in the belief that **community** is not produced consciously or intentionally, but rather grows **naturally** out of intimate living together.

The most common interpretation of community is that which depicts it **as a** physical configuration. In studying a population map, for example, one can quickly observe that it presents curious configuration, an **irregular** massing and thinning of habitation, as nuclei of great **density** shading off into more sparsely settled areas.²⁶ The density **map actually** shows a varied range and different types of communities.

Unquestionably, the location of people in space constitutes an **integral** phase of any concept of community. The literature usually **agrees** that territoriality is one facet of the term community in any **attempted** definition. In addition, most communities have some semblance of **a center** for physical and social services. MacIver describes it in **this** fashion:

In particular, whenever human habitation is congested in an area too small to contain within itself enough land for its **primal** needs, there a community center exists, in rudimentary or developed form since this condition implies exchange and specialization.²⁷

The **center's** function is to supply the necessary physical services such as **banking**, marketing, communication, and health care plus such social **services** as education, recreation, and religious activities. The size

²⁶Dwight Sanderson, Locating the Rural Community, Extension Bulletin No. 413, Ithaca, New York: New York State College of Agriculture, Cornell University, 1939, p. 3.

²⁷R. M. MacIver, Society, New York: Farrer and Pinehart Inc., 1937, p. 146.

of community as suggested by MacIver may vary from a village to a metropolis.

The rural community as it exists in America today consists of separate farmsteads and rural villages. The outside limits of real community tend to be where people cease to feel an attachment or common interest with the village trade center. Sanderson depicts this in his definition of rural community:

A rural community consists of the social interactions of the people and their institutions in a local area in which they live on dispersed farmsteads and in a hamlet or village which forms the center of their common activities.²⁸

A contrasting conception of community is depicted as that of the "urban" center. Tyler's candid portrayal of the urban community is given as follows:

The urban community is the most significant social development of modern times. This unique form of social organization is the logical culmination of an industrialized society, the cultural fruit of technology. It symbolizes modern America. The influence of the urban community upon all aspects of human living is increasingly evident to the student of social sciences.²⁹

Interestingly enough, in this new community the human being is not the product of his family, his neighborhood, or his peer group, but instead of the urban way of life and of the newer technical society. Tyler goes on to give another classical description of the urban community when he says:

²⁸Dwight Sanderson, The Rural Community, Boston: Ginn and Company, 1932, p. 481.

²⁹R. W. Tyler, The School and the Urban Community, Chicago: University of Chicago Press, 1942, p. 6.

Merely to enumerate these five outstanding characteristics of an urban community, namely, chaotic stimulation, mechanization, impersonalization, commercialization, and complexity of organization suggests many implications.³⁰

Community Definition

It would appear evident from the preceding interpretations of community that the term has many meanings. For the purpose of this study the definition given by Cooke and Cooke will be accepted. As far as education is concerned it is the most applicable of all interpretations of community. The authors describe community as consisting of seven fundamental characteristics

1. A population aggregate
2. Inhabiting a delimitable, contiguous area
3. Sharing a historical heritage
4. Possessing a set of basic service institutions
5. Participating in a common mode of life
6. Conscious of its unity
7. Able to act in a corporate way.³¹

In defining community population "aggregate" refers to the members and make-up of people in the human community. The idea of contiguous and delimitable territory implies merely that a community has location, a spatial habitat, hence a mode of life conditioned by areal factors. Sharing a historical heritage is a basic characteristic which indicates group consciousness of a cumulative culture. Thus, familiarity with cultural heritage establishes one's social identity and identifies the

³⁰Ibid., p. 3.

³¹Lloyd Allen Cooke and Elaine Forsyth Cooke, A Sociological Approach to Education, New York: McGraw Hill Book Company, Inc., 1950, pp. 47-51.

individual as a respecter of customs and sacred beliefs. Basic service institutions serve as the media through which economic and other basic needs can be met. The connotation here is that the community has the ways and means of converting inner and outer resources to its own pressing needs.

Community Studies

The accepted definition of community by Cooke and Cooke provides a sociological basis for understanding community. Such a definition would not have been possible without much pioneer research in actual communities in America. Among the pioneer efforts is a comprehensive study by Robert S. Lynd and Helen M. Lynd³² in Middletown. The study required three and one-half years and was followed in ten years by another shorter study, Middletown in Transition.³³ The findings in these studies established basic tenets concerning community. Later studies which followed, whether detailed and comprehensive such as Hollingshead's Elmtown's Youth³⁴ or more simplified studies of community action as Ogden's Small Communities in Action,³⁵ simply added to the knowledge

³²Robert S. Lynd and Helen M. Lynd, Middletown, New York: Harcourt-Brace and Company, 1929.

³³Robert S. Lynd and Helen M. Lynd, Middletown in Transition, New York: Harcourt-Brace and Company, 1937.

³⁴A. B. Hollingshead, Elmtown's Youth, New York: John Wiley and Sons, Inc., 1949.

³⁵Jean and Jess Ogden, Small Communities in Action, New York: Harper and Brothers, 1949.

needed to understand community. Such studies in rural communities have been completed by Sanders,³⁶ Hooker,³⁷ Sanderson,³⁸ West,³⁹ Loomis,⁴⁰ Ensminger,⁴¹ Brunner,⁴² Hiller,⁴³ Poston,⁴⁴ and Warner.⁴⁵

Similar studies in urban communities or sections of cities with a community element have been reported by Bogue,⁴⁶ Kinneman,⁴⁷ Wolfbien,⁴⁸

³⁶Irwin T. Sanders, "Alabama Rural Communities, A Study of Chilton County," Alabama College Bulletin, Vol. 33, No. 1A, Montevallo, Alabama, 1940.

³⁷Elizabeth R. Hooker, "Leaders in Village Communities," Social Forces, 2:604-614, June, 1928.

³⁸Dwight Sanderson, Leadership for Rural Life, New York: Association Press, 1940; ibid., Rural Sociology and Rural Social Life, New York, John Wiley and Sons, Inc., 1942.

³⁹James West, Plainville, U. S. A., New York: Columbia University Press, 1945.

⁴⁰Charles P. Loomis and Associates, Studies in Applied and Theoretical Social Science, East Lansing, Michigan State College Press, 1945.

⁴¹Douglas Ensminger, "Measuring the Effectiveness of Your Community," Cornell Agricultural Experiment Station Bulletin, 444, 1940.

⁴²Edmund de Brunner, Village Communities, New York: George H. Doran Company, 1927.

⁴³E. T. Hiller, "The Community as a Social Group," American Sociological Review, 6:189-202, 1941.

⁴⁴Richard Waverly Poston, Small Town Renaissance: A Story of the Montana Study, New York: Harper and Brothers, 1950.

⁴⁵Lloyd W. Warner, Democracy in Jonesville, New York: Harper and Brothers, 1949.

⁴⁶Donald J. Bogue, Structure of the Metropolitan Community, Ann Arbor: University of Michigan Press, 1949.

. ⁴⁷Kinneman, op. cit.

⁴⁸Seymour L. Wolfbien, The Decline of a Cotton Textile Town, New York: Columbia University Press, 1944.

McKenzie,⁴⁹ Smith,⁵⁰ and Alinsky.⁵¹

This period of intensive research from 1920-1940 which provided a scientific basis for the concept of community also provided data which indicated a decline of vigor in rural communities⁵² and a disintegration of the community concept in metropolitan areas.⁵³ Such danger signs to the alert social scientists have stimulated rural and urban community improvement programs and considerable action research on community dynamics. The focus of attention has been on procedures of community analysis and planning, leadership, participation, and the coordination of activities.

Certainly implicit, when not explicit, in this community improvement movement is the belief that community is of value. Community not only exists but it ought to be developed.⁵⁴ Such feeling has been made explicit by the treatments of Brownell⁵⁵ and Nisbet⁵⁶ in developing a philosophy of community. In his philosophic treatment because of the

⁴⁹R. D. McKenzie, The Metropolitan Community, New York: McGraw-Hill Book Company, 1933.

⁵⁰Christopher Smith, "Social Selection in Community Leadership," Social Forces, 15: 530-35, May, 1937.

⁵¹S. D. Alinsky, "Community Analysis and Organization," American Journal of Sociology, 46: 707-808, 1941.

⁵²Arthur F. Morgan, The Small Community, New York: Harper and Brothers, 1942, p. 14; Baker Brownell, The Human Community, New York: Harper and Brothers, 1950, p. 13.

⁵³Hillman, op. cit., p. 181; Alinsky, op. cit., p. 806.

⁵⁴Morgan, op. cit., p. 17.

⁵⁵Brownell, op. cit.

⁵⁶R. A. Nisbet, "De Bonald and the Concept of the Social Group," Journal of the History of Ideas, 5:315-31, 1944.

fluid nature of community and its many attempted definitions which apply in one case and not in another, Brownell refuses a fixed definition of community.

The Montana Study basic to Brownell's community philosophy was a pioneer attempt to improve communities through a program of action research.⁵⁷ The success of the Montana Study, the Michigan Community School Service Program,⁵⁸ and the Southern States Community Development Workshops⁵⁹ is revealed in a recent survey in the southern states where it was reported that over 2000 open-country clubs and over 500 towns and small cities had action programs for community-wide improvement.⁶⁰ In these developments it is significant to note that the school as a social institution tended to be a key factor.⁶¹

A commonly accepted axiom states that "leaders are found wherever ordinary human beings work together for the common good." Accordingly, wherever community action programs have been successful, leadership has been provided by those confronted with the problem. This cooperative approach and subsequent leadership development was noted by Ogden,⁶²

⁵⁷Poston, op. cit., pp. 21-33.

⁵⁸Maurice F. Seay and Ferris Crawford, The Community School and Community Self Improvement, Lansing: Department of Public Instruction,

⁵⁹Workshop proceedings, Second meeting of annual convention of the Association of Southern Agricultural Workers, Memphis, Tennessee, February, 1951.

⁶⁰Ibid., p. 5.

⁶¹Ibid., pp. 10-39; Poston, op. cit., pp. 62, 91, 99, 109; Seay and Crawford, op. cit., pp. 12-16.

⁶²Ogden, op. cit., pp. 174, 217-21.

Miller,⁶³ Pierce,⁶⁴ Poston,⁶⁵ Homans,⁶⁶ and Morgan.⁶⁷

The foregoing emphasis upon the rural community should not be interpreted as a lack of concern for action programs in urban communities. There is considerable interest in urban centers to attain a practical orientation to community problems through the community council⁶⁸ and organized health,⁶⁹ education, and welfare programs.⁷⁰

The idea of community, in any of its diverse varieties is potentially an arena of social communication and social participation. It tends to be the garden in which the seed of democracy, once planted, can grow and flourish. A successful harvest of an improved quality of living in a more desirable social atmosphere requires a continuous flow of stimulating leadership.

LEADERS AND LEADERSHIP

If leadership is to be understood in the context of a fringe community and in its central creative role in community improvement, it becomes necessary to understand, delimit, and define it. The concern

⁶³Miller, op. cit., pp. 194-5.

⁶⁴Pierce, op. cit., pp. 202-4.

⁶⁵Poston, op. cit., pp. 162-63.

⁶⁶George C. Homans, The Human Group, New York: Harcourt, Brace and Company, 1950, pp. 428-29.

⁶⁷Morgan, op. cit., pp. 293-96.

⁶⁸Hillman, op. cit., Chapter VIII.

⁶⁹Alinsky, op. cit., p. 807.

⁷⁰Morgan, op. cit., pp. 22-29.

at this point is for a kind of leadership that will serve to preserve and enhance the values of democracy found in the community as a functional unit of society.

It is not the purpose of this review of literature to investigate thoroughly the terms "leaders" and "leadership." Rather it is the intention here to indicate the various theories and types of leadership now prevailing and then accept the definitions of leadership and leader in harmony with the constructs of leadership in a democratic school-community situation.

As we make this examination and analysis of the major approaches to leadership we seem to support J. F. Brown's contention, "Our final decision must be that leadership is a quality of great variability and the only generalizations we can make concerning it are in terms of the language of constructs."⁷¹ There is little question that semantic obstacles are involved and that the finding of an all-inclusive definition suggests the impossible.⁷²

Emory S. Bogardus has summed up seven prevalent theories, some of which explain leadership by stressing the individual's personal traits while others consider situational factors as being decisive.

1. The theory of balance in leadership means that one personality trait highly developed by itself is not sufficient to guarantee leadership...Balance in leadership is complex for it includes more than a happy combination of two personality traits.

⁷¹J. F. Brown, Psychology and the Social Order, New York: McGraw-Hill Book Company, 1936, pp. 347-348.

⁷²A. L. Knoblauch, "Leadership," Secondary Education, 13:24-25, April-June, 1947.

It means an organization of many different traits, supporting now one, and now another, but giving to all a super-strength which comes from unity.

2. Focalization of psychic energy means that a person with standard abilities may concentrate his efforts so as to create superior results and become a leader\$. A person with average ability may by concentrated hard work and persistence attain the heights...he develops superior results and masters a part of the unknown.

3. The marginal uniqueness theory of leadership means that some persons are able to lead by their unique traits and abilities.... Superior uniqueness is genius that does things in markedly new ways... If genius expresses itself in ways that social groups feel a need for and appreciate, then genius may become leadership...Personal magnetism is a special form of marginal uniqueness.

4. The flashes of insight theory of leadership means that a person suddenly sees the connection between two previously disconnected ideas, or sees the needed solution to a problem, and thereby is enabled to direct associates wisely...Either insight before others attain it or deeper insight than others possess is essential to directive or creative leadership.

5. The ability-in-disability theory of leadership originates in Alfred Adler's discussion of compensation. Special ability, talent and genius are the result of nature's efforts to compensate for weakness and inferiority.

6. The conjuncture theory of leadership means that various factors occur simultaneously...'the conjuncture, or falling together, of personality traits, social situation, and the event determines leadership.'

7. The group-process theory of leadership implies that persons as group members function freely. They express themselves with freedom but learn to work together in small groups with leadership arising out of the process of interaction...Leadership with the group arises and is selected in keeping with the intra-needs and the larger social needs.⁷³

Another approach to the problem has been that of identifying leader types describing individuals in their roles according to these types:

⁷³Emory S. Bogardus, Sociology, New York: The Macmillan Company, 1943, pp. 517-524.

1. The charismatic or colorful leader helps make the group aware of common objectives by dramatically emotionalizing them. He performs three major functions--cohesion, interpretation, and channelization.

2. The organizational leader is concerned primarily with everyday administrative functioning with emphasis on efficient action. His usefulness may be in analyzing, planning, and integrating.

3. The intellectual or expert leader is able to provide perspective and see relationships of various aspects of the group's problems.

4. The informal leader has a personal warmth and an acute sensitivity to the feelings of participants and is able to work with people in a warm, flexible way.⁷⁴

Much recent study and research has given rise to questions concerning the traditional approaches and understandings of leadership.⁷⁵

Traditional leadership approaches have caused individual members of many groups in our society to react to their leaders by submitting to the authority upon which the group's leadership has been based and upon which it has depended.⁷⁶ For many the existing patterns of leadership in our society can be characterized by different degrees of control and manipulation, often for the purpose of satisfying materialistic values or for only the values held by the leaders themselves.⁷⁷ Traditionally,

⁷⁴Sol Levine, "An Approach to Constructive Leadership," Journal of Social Issues, 5:47-52, Winter, 1949.

⁷⁵Ernest O. Melby, Administering Community Education, Englewood Cliffs: Prentice-Hall Inc., 1955, p. 125-6; Howard A. Dawson, "A Blueprint for Progress," Phi Delta Kappan, 34:62, October, 1954.

⁷⁶Ralph Stogdill, "Personality Factors Associated with Leadership," Journal of Psychology, 25:39, 1948.

⁷⁷Dwight Sanderson, Leadership for Rural Life, New York: Associated Press, 1940, p. 34.

a leader was identified as a person with dignity and stature who was in command of military forces.⁷⁸

In contrast to the authoritarian concept, Cecil Gibbs states, "Leadership is not an attribute of the personality but a quality of his role within a particular and specified social system."⁷⁹ Viewed in relation to the group, leadership is a quality of its structure. A group is here defined as two or more people in a state of social interaction.⁸⁰

Leadership further depends on attitudes and habits of dominance in certain individuals and submissive behavior in others.⁸¹ This statement would indicate that the status of the individual is important but that such status must be related to the needs and desires of the individuals within the group. Thus, as the needs and desires of the group change, so may the leadership role change to another individual.⁸² The point, in part, is that leadership is relative to the situation. The second part is that the leadership role is dependent upon the group goal and upon the capacity of the individual to contribute to the achievement of that goal.⁸³ In this connection, as well, it can be noted that the

⁷⁸H. D. Lasswell, "The Comparative Study of the Elite," Hoover Institute Series, Series B. No. 1, January 1952, p. 2.

⁷⁹Cecil Gibbs, "The Principles and Traits of Leadership," Journal of Abnormal and Social Psychology, 42:267-284, 1947.

⁸⁰Roger W. Heynes, "Effects of Variation In Leadership on Participant Behavior in Discussion Groups," Adult Leadership, December, 1948, p. 109.

⁸¹H. C. Warren, Dictionary of Psychology, Boston: Houghton Mifflin Company, 1934, p. 150.

⁸²Marlowe Ervin Wegner, "A Comparative Study of Leadership Attitudes Held by Teachers and Community Leaders in Certain Representative Minnesota Towns," Unpublished Ph. D. dissertation, University of North Dakota, January, 1955, p. 14.

⁸³Gibbs, op. cit., p. 271

leader inevitably embodies many qualities of the other group members (followers).⁸⁴

A research laboratory casts its vote for reality-centered leadership as good leadership. Reality-centered leadership helps the groups in which it operates to face and deal with all the realities involved in solving problems.⁸⁵ These include social and personal conditions as well as physical. This involves the use of relevant scientific knowledge in defining and solving the problem.⁸⁶

Better leadership, therefore, means in general leadership more deeply committed to and more skilled than used at present in spreading scientific and democratic methods in the group life of our industrial society.⁸⁷ It requires a leadership with sensitivities and skills necessary to guide and direct changes in social arrangements and relationships.

According to Thomas A. Gordon,⁸⁸ a new pattern of leadership needs to be discovered--one that frees the individual from the control of external authority, a kind of leadership that puts human values first, .

⁸⁴John K. Hemphill, "Situational Factors of Leadership," Columbus, Ohio State University, Bureau of Educational Research Monograph No. 32, 1949, p. 35.

⁸⁵John R. P. French Jr., "Leadership, A Dynamic Redefinition, A Concluding Comment," Journal of Educational Sociology, 17:436-7, March, 1944.

⁸⁶Helen Hall Jennings, "Leadership--A Dynamic Redefinition," Journal of Educational Sociology, 17:403-33, March, 1944.

⁸⁷Charles W. Nelson and Harry L. Stone, "New Management Development and Community Planning: A Three Part Leadership Training Program," Industrial Relations Center, University of Chicago, 1955, p. 7.

⁸⁸Thomas Gordon, Group-Centered Leadership, New York: Houghton Mifflin Company, 1955, p. 3.

a leadership that facilitates man's realization of his creative capacities, and a leadership that promotes a man's free expression of individuality.

Leadership is not usually an enduring role unless an organization is built up which enables an individual to retain the role after he ceases to be qualified for it. Yet, according to A. W. Gouldner, "even when leadership roles become institutionalized in this way, a leader to be followed, must be perceived by members as facilitating the members' efforts at reaching some goal."⁸⁹

Leadership appears to have emerged when individuals confront crisis situations with which they feel themselves impotent to deal. This frame of reference in our society emphasized democracy, individualism and mastery of the environment.⁹⁰ The problem is one of combining a democratic approach with effective social organization in solving the problems in a contingent society.

Leaders and Leadership Definition

The review of literature to this point has revealed an extreme divergence of concepts, most of which describe traits or qualities expected in leaders, sketch desirable behavior, or stress group or individual reaction. According to Howard A. Dawson, "The true function of leadership is to release the creative capacities of people--"

⁸⁹A. W. Gouldner (ed.), Studies In Leadership, New York: Harper and Brothers, 1950, p. 36.

⁹⁰Ibid., p. 10.

a leadership which requires a flexible bouyant approach to problems."⁹¹
 Considering this emphasis in the total picture of leadership, the best working definition for this study seems to be that written by Gordon, in his book, Group-Centered Leadership.

According to Gordon, if the more positive and hopeful leadership concepts prevail:

. . . then we predict that the general approach would be an attempt to discover new and better ways of developing the potentials of groups, of freeing individuals to assume more responsibility and control over their destinies, and of providing the conditions whereby 'followers' could learn to carry out the functions required for groups to operate effectively and maturely.⁹²

Gordon's approach here would tend to support Brown's contention, "The only generalizations we can make concerning leadership are in terms of the language of constructs."⁹³

A construct is defined as something that is assumed to exist; we assume its existence to explain phenomena that we observe. Constructs involving complex human relationships are not usually pictured as those involving physical phenomena. Through constructs, though, we are able to coordinate observed data and derive meanings which enable more accurate predictions or outcomes of events.⁹⁴

Thus, as Gordon's concept of group-centered leadership is viewed as a construct it becomes apparent that this is a definition suited to group behavior in a democratic society. His definition takes into account the emphasis of the personality and needs factors as stressed

⁹¹Dawson, op. cit., p. 62.

⁹²Ibid., pp. 38-39.

⁹³Brown, op. cit., p. 348.

⁹⁴Ibid., p. 349.

by F. H. Stanford,⁹⁵ Jennings,⁹⁶ and others.⁹⁷ Gordon emphasizes, also, the position of Gibbs⁹⁸ and the situationists⁹⁹ but doubts that the whole answer is with either group. His proposal is for an integration of previously proposed divergent theories of leadership into a working definition upon which to base research.

According to Gordon such an integration would retain the important contribution of the situationist—"Their emphasis is on the demands of the group and the needs of the members; yet it would not close the door on the possibility of discovering some traits or characteristics of importance to leaders in most group situations."¹⁰⁰ Gordon provides the following working definition of leadership:

Leadership can be conceptualized as an interaction between a person and a group, or, more accurately, between a person and the members of a group. Each participant in this interaction may

⁹⁵F. H. Sanford, "Leadership Identification and Acceptance," in H. Guetzkow (ed.) Groups, Leadership and Men, Pittsburg: Carnegie Press, 1951.

⁹⁶H. H. Jennings, Leadership and Isolation, New York: Longman's Green and Company, 1943.

⁹⁷Stogdill, op. cit., p. 35-71; Simpson, Ray Homill, A Study of Those Who Influence and Those Who are Influenced in Discussion, Bureau of Publication, Teachers College, Columbia University, New York: 1938; K. Lewin, A Dynamic Theory of Personality, New York: McGraw-Hill, 1935.

⁹⁸Gibbs, op. cit., pp. 267-284.

⁹⁹Hemphill, op. cit., pp. 3-102; Paul J. Pigors, Leadership or Domination, Boston: Houghton-Mifflin Company, 1935; I. Knickerbocker, "Leadership: A Conception and Some Implications," Journal of Social Issues, 4:23-40, 1948; Charles K. Warriner, "Leadership in a Small Group," American Journal of Sociology, 60:361-9, June, 1955; Robert F. Bales, "The Two Tasks of Leadership," Adult Leadership, June, 1956, pp. 49-52.

¹⁰⁰Gordon, op. cit., p. 51.

be said to play a role, and these roles in some way must be differentiated from each other. The basis for this differentiation seems to be a matter of influence--that is, one person, the leader, influences while the other persons respond.¹⁰¹

Gordon's definition is based upon a construct which allows:

(1) leadership to be centered in a group, (2) each person to play a role, and (3) one person, the leader, to influence while other members of the group respond. In this sense, leadership is truly a process of interaction, relative to the situation. What could stimulate group behavior in one situation may not in the situations which follow. Similarly, though specific functions may be required in a group, the total pattern of leadership functions will be unique for each individual group and for succeeding situations within the group.

Passow similarly conceived of leadership as a "group related process of interaction." In his discussion of the topic, "A Conception of Leadership," he lists the following elements:

1. Members of any group are involved in some kind of dynamic psycho-social relationship with each other.

2. Leadership emerges when an individual is perceived by some members of the group as having or controlling, the means to the achievement of the group objectives.

3. Psychological factors, individual and group, affect the emergence of leadership.

4. The process of leadership is one in which more than a single individual may play a relatively important role. Several individuals may be able to provide different means of reaching group objectives--all these people may play leadership roles.

¹⁰¹Ibid., p. 51.

5. The methods by which an individual may emerge in a leader role are varied.

6. There may be no sharp dichotomy between 'leader' and 'group members'--every member is potentially capable of contributing to the resolution of group problems.

7. The factors in a situation will determine the quality of leader roles.¹⁰²

His conception, then, drawn from these elements, "views leadership as an interactive process, in which the leader, is one whose direction of activities is perceived as providing help with the means the group and individuals desire to use for achieving general and/or personal goals."¹⁰³

Passow's definition of the leader in the group-centered leadership process will be accepted as effectively stated for the purpose of this study.

Group Definition

The term "group" used frequently in this study is another of the terms requiring further definition in relation to this study's concept of leadership. For the purpose of this research, a group consists of two or more interacting individuals held together by a common interest or goal. Gordon further points out, "Let us first assume that people join groups because they perceive that membership in a group will somehow provide satisfaction of some basic need. Furthermore people will

¹⁰²Arron Harry Passow, "Group-Centered Curriculum Leadership," Unpublished Ph. D. thesis, Teacher's College, Columbia University, 1951, pp. 55-73.

¹⁰³Ibid., p. 74.

continue in a group only if they continue to have an expectation of need satisfaction."¹⁰⁴

According to Robert Sutherland and Julian Woodward, "Groups, even the more stable ones, are not static forms, but dynamic and complex relationships of persons whose interests are always changing."¹⁰⁵

Thus, as these concepts point out, groups provide leadership opportunities in which individuals as leaders may change roles and the roles they play may be different in each situation. Such group interaction promises an individual the opportunities to grow, develop, fulfill, create, or simply to become that person for which he has the potential. Only as group participation, as conceived here, is permitted to develop will there be genuine progress toward an improved democratic social order.

COMMUNITY SCHOOL

If one looks upon the fringe community as a social force that lacks unity, in which the tendency to change is acceptable, and where social conflict becomes common, then it is not "a self-sufficing unit of interest"¹⁰⁶ for the individual citizen. Within this context it might be pointed out that in general there is a search for unity of purpose but this is on an individual basis. What is needed is an agent which

¹⁰⁴Gordon, op. cit., p. 54.

¹⁰⁵Robert J. Sutherland, and Julian L. Woodward, Introductory Sociology, Chicago: J. B. Lippincott Company, 1940, p. 306.

¹⁰⁶Floyd Hunter, Community Power Structure, Chapel Hill: University of North Carolina Press, 1953, p. 234.

will bring about a drawing together of the individuals behind a common cause. It is a working hypothesis of this research that the school in a fringe community can be such an agent. Such a concept of a school has been popularly termed "the community school."

According to Baker Brownell's comments,

Ask any person concerned with survival of the human community,-- Arthur Hillman, Arthur E. Morgan, Richard Poston, Jess Ogden, or Irwin Sanders--and he will reply that the search for leadership and for the ways to cultivate leadership in the small community is central to community action programs.¹⁰⁷

In developing action programs leaders can become community educators. William W. Biddle describes such a leader as "one who concentrates more attention upon human beings than upon the programs they are persuaded to adopt as community educators."¹⁰⁸ The two roles of the community educator are described as promoter of growth toward responsibility in others and conciliator of differences among others.¹⁰⁹

In this sense the stimulating leadership of the wise educational leader serves to bring about a lasting community improvement that goes beyond the immediate materialistic objectives of today. By its very definition it is anticipated that the community school as a social institution in a fringe community can serve in this dynamic leadership role.

B. O. Wilson, president of the National Association of County and Rural Area Superintendents at the 1957 A.A.S.A. convention in Atlantic

¹⁰⁷Baker Brownell--foreward p. xi--William W. Biddle, Cultivation of Community Leaders, New York: Harper and Brothers, 1953.

¹⁰⁸William W. Biddle, Cultivation of Community Leaders, New York: Harper and Brothers, 1953, p. 7.

¹⁰⁹Ibid., p. 8.

City had this to say concerning the leadership role of a community school in fringe communities:

It is that leadership which deals with people in a way that it acts as a catalytic agent--an agent which induces an exchange of ideas within the community. Such leadership would tend to release the creative power of groups. Through group thinking new ideas emerge. But it is more than a catalyst. It is not absolved from the responsibility for exercising initiative, although the manner of its expression is prescribed.¹¹⁰

Such a dynamic concept of the leadership role of a community school would not have been possible thirty years ago when in certain sections of rural America individual schools were becoming concerned with the community of which they were a part.

About this time such a stimulating leadership experience began at Hickory College,¹¹¹ a one room rural school in Lewiston, New York, built in 1842. The school, though once the center of community life in a pioneer social setting, was a stagnant institution striving to serve outmoded purposes in a social setting that had moved away almost isolating the school. Within a short space of time under the multiplier effect of a vigorous, creative, and far-seeing teacher, the school had regained its place as an effective social force in its sociological pattern. "The whole community became a laboratory for learning. The lives of adults, too, were enriched by their active interest in

¹¹⁰B. O. Wilson, "Functions of Leadership for Rural and Rurban Schools," A speech presented at the A.A.S.A. Convention, Atlantic City, New Jersey, February, 1957.

¹¹¹Edith M. Breckon, "The Rebirth of a One Room School," in Education in Rural Communities, pp. 124-128. Fifty-first Yearbook of the National Society for the Study of Education, Part II. Chicago: University of Chicago Press, 1952.

education resulting in the 'Rebirth of a One Room School.'¹¹²

The implication here is that though the terminology "community school" is new the concept is old. According to Milosh Muntyan,

The fundamental concepts which underlie the community school **are** neither the product of the twentieth century nor the result of any violent shift in the ideals of the community or the professional educators.¹¹³

It was out of such one room rural schools of over a half century ago that 4-H Club work and vocational agriculture¹¹⁴ had their beginning. As interested teachers became citizen members of the community they knew their neighbors face to face and the job of education was a continuous experience, enlivening as well as enriching, a process where the joy of discovery and growing was never absent.

Outside of education, a sociologist, Joseph K. Hart, warned of a tendency for education to be apart from life when he wrote:

Education is not apart from life....The democratic problem in education is not primarily a problem of training children; it is a problem of making a community within which children cannot help growing up to be democratic, intelligent, disciplined to freedom, reverent of the goods of life, and eager to share in the tasks of the age. A school cannot produce the result; nothing but a community can do so.¹¹⁵

¹¹²Ibid., p. 128.

¹¹³Milosh Muntyan, "Community School Concepts: A Critical Analysis," in Community School, p. 31. Fifty-second Yearbook of the National Society for the Study of Education, Part II. Chicago: University of Chicago Press, 1953.

¹¹⁴Donald Meaders, "Practices Advocated by Selected National Agencies and Organizations for Implementing Local Programs of Vocational Agriculture, 1836-1954," Unpublished Ed. D. Dissertation, Michigan State University, 1957, pp. 18-19.

¹¹⁵Joseph K. Hart, The Discovery of Intellegence, New York: The Century Company, 1924, p. 382.

John Dewey in commenting on the community schools described by Elsie Clapp in Community Schools in Action had these things to say:

The school as well as the community gains when the basic interests of health, recreation, and occupation are made fundamental in education. The school is a living part of the community. Communities develop themselves by means of their schools that have become the centers of their own life.

Closely connected with the response is the fact that the community was a rural community.

Schools function socially only when they function in a community for community purposes. The neighborhood is the first prime community. An important aspect is the point that those who were teachers in the schools became citizen members of the community in the most intimate way, educating themselves as to the community's needs and resources, its weaknesses and strengths.¹¹⁶

Elsie Clapp, whose dynamic community leadership in the Ballard Memorial School of Kentucky and the Arthurdale School in West Virginia developed community schools, described a community school out of her firsthand experiences:

First of all, it meets as best it can, and with everyone's help, the urgent needs of the people, for it holds that everything that affects the welfare of the children and their families is its concern. Where does school end and life outside begin? There is no distinction between them. A community school is a used place, a place used freely and informally for all the needs of living and learning. It is, in effect, the place where learning and living converge.¹¹⁷

Such emphasis on school centered community development was more than just a conceptual dream by 1940. The goal of the community school is a local social climate that will foster the values of democracy and

¹¹⁶John Dewey, "Foreward" in Elsie R. Clapp, Community Schools in Action, New York: Viking Press, 1939, p. viii-x.

¹¹⁷Elsie R. Clapp, Community Schools in Action, New York: Viking Press, 1939, p. 89.

provide for a creativity in just ordinary people.¹¹⁸ Research programs, begun and developed in many sections of America, attempted to find out more about the community school program and its concept.

Among these studies on a larger scale were the Sloan Foundation experiments¹¹⁹ in Kentucky, Florida, and Vermont, the Kellogg Foundation program¹²⁰ in Michigan, the T.V.A. development¹²¹ with studies in Kentucky and Tennessee, and state studies in North Carolina,¹²² Virginia,¹²³ Florida,¹²⁴ Tennessee,¹²⁵ Alabama,¹²⁶

¹¹⁸Ogden, op. cit., pp. 216-24.

¹¹⁹Maurice F. Seay and Leonard E. Neece, "The Sloan Experiment in Kentucky," Bulletin of the Bureau of School Service, Vol. XIV, No. 4, Lexington, Kentucky: University of Kentucky, June, 1944; Leon W. Henderson and H. B. Nutter, "The University of Florida, Project in Applied Economics," High School Journal, 25:318-20; Maurice B. Morrill, "Clothing, The Sloan Experiment in Vermont," Clearing House, 19:429-31.

¹²⁰Maurice F. Seay and Ferris N. Crawford, The Community School and Community Self Improvement, Department of Public Instruction, Lansing, Michigan, 1954.

¹²¹Maurice F. Seay and William J. McGlothlin, "Elementary Education in Two Communities of the Tennessee Valley: A Description of the Wilson Dam and Gilbertsville Schools," Bulletin of the Bureau of School Service, Vol. XIV, No. 3, Lexington, Kentucky: University of Kentucky, March, 1942.

¹²²Edmund de S. Brunner, Community Organization and Adult Education, A Five Year Experiment, Chapel Hill, North Carolina: University of North Carolina Press, 1942.

¹²³Jean and Jess Ogden, These Things We Have Tried, New York: Harper and Brothers, 1946.

¹²⁴Florida Citizens Committee on Education, "Education and the Future of Florida," Tallahassee: Florida Citizens Committee on Education, March, 1947.

¹²⁵"The Story of Holtville," A Southern Association Study, Nashville, Tennessee: Cullom and Ghutner Company, 1944.

¹²⁶"Using Resources of the Community to Build a School Program," Alabama Department of Education, Bulletin No. 4, Montgomery, Alabama: State Board of Education.

and Michigan.¹²⁷ Individual studies concerning the actual concept and the characteristics of communities were completed by Lorene K. Fox,¹²⁸ Alvin Loving,¹²⁹ Milosh Muntyan,¹³⁰ Robert A. Naslund,¹³¹ James A. Dickinson,¹³² and W. R. Goodson.¹³³

A distinctive thread of thought had been woven in throughout these studies concerning democracy and the democratic processes and procedures.

According to Muntyan:

In our society, the 'game' we are committed to is generally referred to as democratic living, a major characteristic of which is the 'rule' that changes in the rules of the game are permissible in so far as the group can agree on desirable changes. Furthermore, our chief common commitment seems to be that of adherence to the fundamental rule of our 'game'; the rule of democracy and democratic process.¹³⁴

¹²⁷"Basic Community Survey," Bulletin No. 3014, Instructional Service Series, Lansing, Michigan: Department of Public Instruction, 1939.

¹²⁸Lorene K. Fox, The Rural Community and Its School, Morningside Heights, New York: Kings Crown Press, 1948.

¹²⁹Alvin D. Loving, "Crystalizing and Making Concrete the Community School Concept in Michigan Through Study of On-Going Community School Practices," Unpublished Ed. D. thesis, Wayne University, Detroit, Michigan, 1954.

¹³⁰Milosh Muntyan, "Community School Concepts in Relation to Societal Determinants," Unpublished Ph. D. thesis, University of Illinois, 1947.

¹³¹Robert A. Naslund, "The Origin and Development of the Community School Concept," Unpublished Ph. D. dissertation, Stanford, University, 1951.

¹³²James A. Dickinson, "The Community School Concept in Education," Unpublished Ph. D. dissertation, Ohio State University, 1942.

¹³³W. R. Goodson, "The Community School Concept, Unpublished Ph. D. dissertation, University of Texas, 1951.

¹³⁴Milosh Muntyan, "Community-School Concepts: A Critical Analysis," in The Community School, Fifty-second Yearbook, Part II, of the National Society for the Study of Education, Chicago: University of Chicago Press, 1953, p. 45.

A similar expression of significance concerning democracy is pointed out by Dickinson:

An identifying feature of first importance is found in the direct relationship of the objectives of the community school to the values and tenets of the democratic theory. The community-school concept embodies a distinctive educational scheme because its raison d'etre is to promote, encourage, and lead to this distinctive way of life.¹³⁵

It is a common characteristic of community-school organization that citizens of the community as well as the school staff and the students play interactive roles in the development and operation of an educational program. Yet, coupled with this dominant interest in the local community is often a lack of reflections for the state, regional or national social patterns. These can be furthered and developed only as the community relationship between the local, regional, national or international groups are recognized and furthered. According to Paul R. Hanna, "It must be the conscious plan of the school to serve each of the expanding communities of which it is a part."¹³⁶

The effectiveness of a community school program is in large measure dependent upon the cooperation, support, and participation of community leaders. According to Seay, "One of the most difficult barriers is erected when this support and cooperation are blocked by autocratic and

¹³⁵James A. Dickinson, "Antecedents of the Community School Concept In the Utopian Theories," in The Community School, Fifty-second Yearbook of the National Society for the Study of Education, Part II. Chicago: University of Chicago Press, 1953, p. 238.

¹³⁶Paul R. Hanna, "The Community School and Larger Geographic Areas," The Community School, Fifty-second Yearbook of the National Society for the Study of Education, Part II. Chicago: University of Chicago Press, 1953, p. 237.

authoritative leadership." Instead he suggests,

Democratic leadership seeks always to develop mutual understanding and consent among the participants in the program; it does not seek to dominate, hand down decisions, or impose policies. The effectiveness of the community school program is due in large measure to involvement of people and in the wide participation of teachers, pupils, and community representatives in program planning and decision making.¹³⁷

According to Seay's comments the probable key to the community school concept is lay citizen involvement and participation in all phases and at all levels. Such participation must be based upon democratic procedures which help train lay persons for the leadership roles that must be filled as the community expands and grows.

The community school concept conceived and developed in a rural environment has now become adapted in urban, suburban, and fringe schools. In even a broader sense, through the espousal of UNESCO, it is giving renewed hope to peoples of the great democracies of the world.¹³⁸ The community approach in which the people are helped through education to help themselves is giving a permanence to education. The community school movement in the Philippines reflects political urges, economic factors, and social phenomena inherent in the history of the people.¹³⁹ On a recent visit Philippine educational leaders confirmed the reports of intensive community school programs in all parts of that country.

¹³⁷Seay, op. cit., pp. 278-79.

¹³⁸Jose V. Aguilar, "Development of Community School Concepts in Other Countries," The Community School, Fifty-second Yearbook of the National Society for the Study of Education, Part II. Chicago: University of Chicago Press, 1952, p. 212.

¹³⁹Ibid., pp. 221-2.

The Michigan Community School Service Program¹⁴⁰ initiated and sponsored by the State Department of Public Instruction under the leadership of Lee Thurston has made the program acceptable in all levels and types of schools within the state. One of the most successful community school experiments has been in operation in Flint, Michigan for the past twenty years.

The Flint Board of Education in partnership with the Mott Foundation has developed a community centered program of adult education, year round recreational program, and a community college. The program has attained remarkable school community cooperation by developing community centers in the neighborhood elementary schools. In 1955, 24,000 adults were enrolled in 526 adult education courses.¹⁴¹

Community School—Definition

The problem encountered in attempting to define leadership also seems to apply in the case of the community school concept. Due to the application of the concept to all sizes and types of schools, no one definition could be all inclusive. The language of constructs¹⁴² may again be used to explain what is meant by this concept using action terms. Such a definition was developed out of the work of the Department of Public Instruction Committee on the Instructional Program of the Community School.

¹⁴⁰Seay and Crawford, op. cit.

¹⁴¹Tom Mayes, "Flint Has A System," Lyon's International, May, 1956, a reprint.

¹⁴²For a definition of a construct, see p. 39, Chapter II.

Alvin Loving's¹⁴³ dissertation concerning the community school concept developed out of the work of this Michigan committee. The committee attempted to define in action terms the community school concept as it was being developed in twenty-five selected school systems. Two basic criteria were selected first as representative of the two major emphases in existing programs. Criterion I.--The community school serves and enriches society. Criterion II.--The community school reflects and involves community resources in the schools instructional program.¹⁴⁴

Subsequently ten descriptive statements or constructs were added to help make concrete the Michigan community school concept. They are stated below as follows:

The community school serves and enriches society by surveying community needs and resources, giving initial leadership to constructive community improvement projects, helping to develop a sense of community throughout the community, practicing and promoting democratic procedures, and coordinating all constructive efforts to improve community living.

The community school reflects and involves community resources in the schools instructional program by using human and material resources in the instructional program, building the curriculum around major human problems, involving all persons concerned in planning and appraising the school program, and being genuinely life centered as a social institution.¹⁴⁵

The stated criteria are accepted in place of a formal definition since they are fundamental to the Michigan community school philosophy.

¹⁴³Loving, op. cit.

¹⁴⁴Ibid., p. 65.

¹⁴⁵Ibid., p. 3.

Many other formal definitions were considered including those by Edward G. Olson,¹⁴⁶ Cooke and Cooke,¹⁴⁷ Burton Kristlow,¹⁴⁸ and Seay.¹⁴⁹

It seems significant to recognize the role which leadership plays in community growth and enrichment. According to the Michigan Community School Program Self Evaluation Check List, "The community school expands and diffuses leadership--by fostering and assisting leadership development in community groups."¹⁵⁰ Some of the success in the Michigan experiment may be attributed to exchange of leaders between communities, leadership training programs, and leadership help from public schools in participating and involvement programs.¹⁵¹

Haskew and Hanna state that:

Basic to community school operation is the concept of leadership--the concept that group progress depends upon the emergence of satisfying relations between people such that the best ideas available are being brought out, accepted, and followed.

¹⁴⁶Edward G. Olson, School and Community, Second Edition, New York: Prentice Hall, Inc., 1954, p. 11.

¹⁴⁷Cooke and Cooke, op. cit., p. 239.

¹⁴⁸Burton W. Kristlow, Rural Education: Community Backgrounds, New York: Harper and Brothers, 1954, p. 165.

¹⁴⁹Maurice R. Seay, "The Community School: New Meaning for an Old Term," The Community School, Fifty-second Yearbook of the National Society for the Study of Education, Part II, Chicago: University of Chicago Press, 1953, p. 13.

¹⁵⁰The Committee on the Program of the Reorganized School, "The Community School Program Self Evaluative Check List," Department of Public Instruction, Lansing, Michigan, 1956.

¹⁵¹Edgar L. Grim and Eugene Richardson, "The Michigan Community School Service Program," The Community School, Fifty-second Yearbook of the National Society for the Study of Education, Part II, Chicago: University of Chicago Press, 1953, p. 211.

Administration in a community school seeks to facilitate the emergence and employment of democratic leadership.¹⁵²

The leadership described above is the kind of democratic leadership which serves as a stimulating agent in a community setting providing, through democratic processes, for more effective school-community cooperation.

PERTINENT RESEARCH STUDIES

If the terms fringe and community are considered together as they are in this study they refer to a developing community which does not possess all seven elements of a stable, mature community.¹⁵³ If the leadership structure of this fringe area community is to have significance it must be compared with known characteristics of leadership structures in stable mature communities. Such comparisons are possible, but they are important only to the extent that what they describe or discover has relevance to this study.

Since leadership studies in education have, by and large, been concerned with leadership attitudes, characteristics, or behavior in relation to education, they have been of little value in this review of literature. Since the study applies sociological concepts, the relevant studies are found in the field of sociology. The author does not purport to be a sociologist but used the findings of sociologists to validate assumptions or methodology.

¹⁵²L. D. Haskew and Geneva Hanna, "The Organizatization and Administration of the Community School," The Community School, Fifty-second Yearbook of the National Society for the Study of Education, Part II, Chicago: University of Chicago Press, 1953, p. 143.

¹⁵³See Chapter I, p. 11.

The responsibility of the sociologist in his field has been that of the **study** and understanding of society. As a section within sociology the study of community as such has been of recent concern. Of the **wide** variety of studies made in this area, those dealing with the **power** structure, the decision making process, or the social power position seemed important. Several research studies of this nature had been **recently** completed at Michigan State University. These studies were of **particular** importance since the men concerned were available for **consultation** and suggestions in planning this study. When sociologists' refer to power, power structure, power position, or the decision making process in this study, leadership may be substituted for power or **decision** making as having essentially the same meaning.

Of particular significance is a research study by Paul A. Miller¹⁵⁴ concerning the decision making process in community organization. In his approach to studying the decision making process he used a single focus upon major health goals. He made a careful analysis of the leadership structure as it related to community organization. His approach was one of developing a focused historical profile in which the research team reconstructed a detailed sequence of events leading into a particular hospital development. The procedure involved a detailed examination of local newspapers over the entire period of the project. The data collected included names of persons and places, plans, dates, associations and other descriptive materials that provided

¹⁵⁴Paul A. Miller, "A Comparative Analysis of the Decision Making Process in Community Organization Toward Major Health Goals," Unpublished Ph. D. Thesis, Michigan State College, 1953.

information about the community organization. The newspaper analysis and a review of the hospital association records resulted in an ordered statement of events leading up to a hospital completion.

The second step was that of submitting the statement of events to the hospital board for a full discussion and eventual correction or redrafting. These two preparatory steps by Miller¹⁵⁵ provided an orientation for the research team and helped establish rapport for the project with people of influence.

The names of the persons (leaders) placed upon the research schedule were selected on the basis of the frequency and intensity of their participation. The names were divided into four categories according to the leader's position in the leadership structure and particular project in focus.¹⁵⁶ During the intensive interviews which followed, the leaders position was further verified or changed as the situation turned out.

The preceding phases of Miller's research were of importance to the present study and since it was possible to discuss these during the planning stages, his many helpful suggestions made it easier to plan and carry out the parts of this study concerned with the leadership structure. He pointed out several results in his findings which were of importance to a study of the leadership structure.¹⁵⁷ (1) The influentials initiate, legitimize decisions of initiation and sponsorship but continue

¹⁵⁵ Ibid., p. 37.

¹⁵⁶ Ibid., p. 77.

¹⁵⁷ Ibid., p. 467.

with but token assistance otherwise. (2) To initiate action, interpersonal networks of relationships must be activated, involved, committed, and deployed. (3) The inclusion of governing groups is essential in the planning process of community health projects. (4) The expansion of extra community specialists through in-service leadership training is significant to later success.¹⁵⁸

Floyd Hunter's study¹⁵⁹ of the community power structure is a sociometric study of the decision making leaders in a southern city. Hunter's approach is significant since it more closely approximates a study of the leadership structure as such. His approach to leadership identification involved a preliminary of clipping newspaper items for a period of eighteen months. Notes were taken at random, documents were edited and classified, and personal observations were added to provide a background for a field analysis. Hunter's and Miller's studies were quite similar in this respect.

The second step of analyzing power relations in the field involved a prelisting of leaders occupying positions of prominence in civic organizations, business establishments, a university bureaucracy, office holders in village politics, and lists of persons prominent socially and of wealthy status. Four lists of names for civic, governmental, business, and status leaders were typed separately.¹⁶⁰ From each list

¹⁵⁸Ibid., pp. 483-85.

¹⁵⁹Floyd Hunter, Community Power Structure, Chapel Hill: University of North Carolina Press, 1953.

¹⁶⁰Ibid., p. 263.

six judges then selected ten persons of influence in rank order of importance. Judges were given the privilege of adding names not on the lists.

Hunter used detailed sociometric pictures to show the leaders positions in the leadership structure. His findings in relation to the institution role of schools and churches can have a direct application in this study. The school's role in a stable community was shown to be minor, thus giving support to one of this study's basic assumptions.

Other findings by Hunter would indicate that expressions of insecurity or fear are characteristic of the top leadership group. This is pointed out as basic in this statement:

It is manifest in a cautious approach to any new issue which may arise and is apparently rooted in the feeling that any change in the existing relations of power and decision in the community would be disastrous for the leaders who now hold power.¹⁶¹

Another finding in the study is that there are relatively few leadership positions in Regional City. It now represents a closed system of power or relatively so.¹⁶² This would indicate a pyramiding of leadership; yet he suggests the community council as a place where real community problems could be discussed. His findings would point out that:

The Community Council in Regional City might be a place where such issues could be fully discussed, but as an organization it is so hedged around with protocol maintained by the fears of the policy-making group that there is little likelihood of its being an effective community-wide instrument for community discussion and action. The political organizations are also so completely

¹⁶¹Ibid., pp. 228-29.

¹⁶²Ibid., p. 233.

dominated by the power interests which have been identified that there is little hope of adequate expression being fostered by them at this time.¹⁶³

Such findings are of importance for what they imply in a stable, mature community in relation to leaders, leadership, and the disintegration of the concept of community as such.

In Donald H. Bouma's study,¹⁶⁴ he attempts through an analysis of the social power position of a community institution to show that there is an effective leadership role for community institutions. His primary focus is the Real Estate Board as a system of influence which has played a large part in the shaping of community-wide decisions. In his analysis, Bouma is concerned with the relative position of power groups and the factors affecting their leadership position.

The findings of the study point out that the school has a relatively minor role to play within the community's institutional structure. The study of the social power framework leads to a more adequate understanding of community decision-making processes.¹⁶⁵ Wealth and influence were independent in operation and were not directly related in the case of the Real Estate Board.¹⁶⁶ In reaching these conclusions, Bouma resolved the premise that wealth is not the key to influence as a leadership factor.

¹⁶³Ibid., p. 236.

¹⁶⁴Donald H. Bouma, An Analysis of the Social Power Position of the Real Estate Board in Grand Rapids, Michigan, East Lansing: Michigan State University, 1952.

¹⁶⁵Ibid., p. 283.

¹⁶⁶Ibid., p. 284.

In a study of power in a north central community, Gerhard F. Gettel¹⁶⁷ places specific emphasis upon the criteria for power. His methodology and procedure were different from those used in this study since he lived in and held a formalized position of leadership in the community. However, his interview techniques and development of a power structure picture within the community do have a bearing in this study. He used the technique of focused or depth interviews and found that memorizing the questions was helpful in collecting data.¹⁶⁸

In his analysis he discovers that wealth is not a prime determinant of power. His analysis points out that in the decision making process informal decisions were more important than formal ones, and that the legitimizing of decisions occurs in formal leadership situations.¹⁶⁹ Such findings were important since they could be applied directly to the findings in this study.

A previous research study on secondary education in Warren Township by Paul K. Cousino¹⁷⁰ had historical and local significance to this study. The historical analysis in Chapter IV gives a broad understanding of community development. His understanding of the sociological factors at work in the community provided a depth which otherwise might not have been possible. The survey itself pointed up the fact that

¹⁶⁷Gerhard F. Gettel, "A Study of Power in a North Central State Community," Unpublished Ph. D. thesis, Michigan State University, 1956.

¹⁶⁸Ibid., p. 27.

¹⁶⁹Ibid., p. 236.

¹⁷⁰Paul K. Cousino, "Social Attitudes Toward Certain Curricular Issues in Warren Township," Unpublished Ed. D. thesis, University of Michigan, 1951.

people do realize that the program of the secondary school has changed drastically since they attended school and that these changes are "good" for the young people of today.¹⁷¹ The findings showed that the new program was worth working for and that residents were willing to "pay the bill."¹⁷² In this study the people agreed overwhelmingly with the educational experts on the major objectives of education.

In their study on leadership and social change, Marvin Bressler and Charles F. Westoff¹⁷³ pointed out that the leadership group in the fringe area of Lower Buck's County, Pennsylvania, exerts its influence to effect positive adjustments to change. Another noticeable finding was that group leadership seemed to be the most decisive influence on attitude toward change.¹⁷⁴ Their study shows that 50 percent of leaders named were in the government-politics--legal area, indicating that the primary image of power is probably due to the more visible nature of the authority wielded by people in office.¹⁷⁵

The value of this study is that it is based upon an industrial fringe area in which many of the same problems are present. There are several similarities between the two studies. Both studies have treated the fringe as developing communities in which leadership tends to be

¹⁷¹Ibid., p. 122.

¹⁷²Ibid., p. 123.

¹⁷³Marvin Bressler and Charles F. Westoff, "Leadership and Social Change: The Reactions of a Special Group to Industrialization and Population Influx," Social Forces, 32:235-243, March, 1954.

¹⁷⁴Ibid., p. 243.

¹⁷⁵Ibid., p. 242.

based upon formalized authority. In both social change seemed to be based upon a positive attitude of leaders toward community development.

In both studies leadership positions were held by people having a high level of education. In the Buck's County Study, the authors recognize that though these areas are changing, the conservative, traditionally-oriented natives will make such changes tempered to reality.

The contributions of this study tend to support the contention that even though fringe communities differ, they are also similar in many ways. Research carried on in fringe communities will then tend to be of significant value to social scientists.

SUMMARY

It has been the purpose of this chapter to relate what research has to say concerning a developing community within a fringe school district with many pressing problems. The first review attempted to present a clear understanding of a fringe area; then, since a fringe area was noted to be a developing community, a review of research concerning community and community studies followed. It was shown in a review of successful community studies that leadership was a necessary element in a community development and improvement program. Having recognized that leadership was necessary to effective group action in community work, the review became concerned with discovering a kind of leadership that would free people and leaders for creative and effective work in solving problems.

Another finding pointed out that successful community development programs found the school as an effective ally. This finding then led to a review of the literature concerning a community school and the role such a school has played in community development.

It seemed quite clear to this investigator that no previous investigation could be found which attempted to study the leadership structure in the same way as outlined in this thesis. Even the research in sociology concerned with power and the decision making process could serve only as a guide in the planning and analyzing phases of this study. Sociological concepts were accepted as valid and in addition, various methodological procedures outlined in them were used.

CHAPTER III

METHODOLOGY

The purpose of this chapter is to trace the development of the study relative to the methods and techniques used. The primary data were derived from two sources; namely, the depth interview and the community attitude scales. Secondary and additional data were derived from the development of a community historical profile and personal observations made over a period of eight months. The working hypothesis basic to the study points out that leadership in a fringe area is different from leadership in a stable, mature community.

The methods and techniques used in this study are sociologically defined; yet, they have application in educational research. They were accepted as valid. Additional data were collected to present a picture of the role of the school within this particular fringe community. The findings whether affirmative or negative are considered valuable as a basis for drawing implications for educational administration.

SELECTING A FRINGE AREA COMMUNITY

Two problems confronted the researcher at the planning stage of the study. The first dealt with finding a school district which would meet the criteria of a fringe area. The second concerned obtaining permission from the school superintendent and the board of education to

make the study. Since the study would concentrate upon the decision making group of leaders and would bring the school itself under close scrutiny, the educational leadership would need to be relatively secure in their social positions. The school as it played its functional role in the community would be evaluated.

Due to time and economic consideration it was decided that a Michigan fringe community would serve as the location for the study. Within Michigan the school districts in the fringe communities of these Michigan cities were considered: Lansing, East Lansing, Jackson, Flint, Battle Creek, and Detroit. The Lansing, East Lansing area was close by, but school superintendents and boards of education were finding it difficult to carry out bonding procedures or they were occupied with the Lansing Area School Study. The Flint fringe school districts, due to their proximity to the very active community school program in the city of Flint, would have been acceptable since they were all concerned with a type of community centered program. However, the choice actually fell to the Warren School District in the fringe of the city of Detroit. Not only did the Warren district meet the criteria of a fringe community but the board of education had already given its permission and was the subject of another school community research project.

The criteria used in the selection of a Pennsylvania fringe area were listed by Blizzard and Anderson¹ in their conceptualization and

¹Samuel W. Blizzard and William F. Anderson, "Problems in Rural-Urban Fringe Research: Conceptualization and Delineation," Progress Report 89. State College, Pennsylvania: Pennsylvania State College, November, 1952, p. 2.

delineation of a fringe. The Warren School District met these criteria well when checked in early May of 1956. Figure 1 indicates agreement with the Anderson-Blizzard fringe criteria accepted for this study.

Figure 1. A Comparison of the Conditions in Warren, Michigan, May 1956, with the Blizzard-Anderson Fringe Criteria.

Blizzard-Anderson Fringe Criteria	Conditions in Warren, Michigan, May, 1956
1. Mixed land use	1. Approximately 31 square miles within the school district. 14 are predominately rural, 17 are mixed, part-time farms, homes, stores, and industrial plants.
2. Rural and urban values evident.	2. Farm groups are still organized, new residents exhibit high demands for urban services.
3. Largely unplanned developments.	3. Aside from two housing developments in Warren Village, most homes were established by the house holders in recent years.
4. Wide occupational variation.	4. The occupations range from farmer and self employed persons to professionals and men of industry.
5. A high percentage of home ownership.	5. The school community survey showed 90 percent home ownership.
6. Part-time farms and gardening common.	6. Lot sizes are large making gardening common. 75 percent of farmers are part-time operators.
7. Governmental responsibility in the hands of a town board.	7. Warren was governed by a town board, but on October 2, 1956, Warren voted to become a city--effective date, January 1, 1957.

MICHIGAN STATE UNIVERSITY--WARREN RESEARCH PROJECT

The larger school community research project was being conducted by the Administrative and Educational Services Department of the College of Education at Michigan State University. Dr. Karl Hereford and Dr. Robert Hopper were in charge of the study, which attempted to gather basic community data, determine the important community problems and attitudes, and analyze the basic community structure as it existed in the school district.

The interview forms, including a community attitude scale, were given to 193 eleventh and twelfth grade students of the high school, 145 members of the school staff and board of education, and to a random sample of 159 heads of households in the school district. The information gathered in this survey was of value and was used immediately by the board of education in making plans for the immediate future. In research this data would serve as a bench mark for a five to ten year study which would seek to understand changes that take place as a school district changes from a predominantly rural to a predominantly urban community.² The survey itself provided many kinds of information including an initial identification of community-wide leaders.

At the project director's suggestion, the writer was invited to become a member of a team of graduate students who conducted the personal interviews in the Warren School community. These interviews had been arranged on a random sample basis of the adult population. The interviewers needed to interview the heads of households or their

²Warren's school district population in October, 1956 was projected as 16,500 but is expected to reach 100,000 before 1965.

spouses in the households selected to make study valid. A household is a dwelling unit which is considered as a room or a group of rooms containing a kitchen and sleeping quarters for a single family unit.³ The survey was so structured that every member of the adult population had an equal chance of being selected and interviewed.

The school district was divided into four areas with a total of 220 equal sized blocks in the total division of territory. These areas corresponded to the kind of land use that was predominant. Table I describes the breakdown of the 220 blocks.

TABLE I
RANDOM SAMPLE BLOCK SELECTION

Areas	Number of Blocks	Description	Blocks Selected for Sample
I	174	Rural	7
II	19	Prewar homes	3
III	25	Postwar homes 1946-52	4
IV	11	New housing developments 1955-56	4
Totals	220		18

It is easy to note that the school district is still predominantly rural with 174 blocks so designated. The 19 blocks of prewar homes

³Paul K. Cousino, "Social Attitudes Toward Certain Curricular Issues In Public School Education in Warren Township," Unpublished Ed. D. dissertation, Ann Arbor: University of Michigan, 1951, p. 30.

were located primarily in Warren Village and the Countyline School area. The post-war homes were those which individual householders developed without public water and sewage being available. The new housing developments were concentrated in the area near Warren Village with public water and sewer facilities available to real estate developers.

The blocks selected from each area were chosen from the table of random numbers. The eighteen blocks so selected were then individually sampled on a one to five random sample basis. This procedure resulted in a 6 percent sample of the adult population with the households identified by code and house number. In other words, variances due to interviewer selectivity were removed, at least to the extent that the interviewers followed instructions.

This random sample procedure in the larger community study was considered valid. The initial identification of community-wide leaders was a part of the information collected. It was the desire of the project directors that a more intensive study of leadership be undertaken in order to establish a clearer bench mark for the Warren School District. The only real connection between this thesis and the larger research project lies in the initial identification of community-wide leaders and the director's approval and sanction for this more intensive study of leaders and leadership in the school district. From this point on the research moves from this larger departmental study to a more intensive study of leadership for which this researcher is solely responsible.

The researcher had several advantages in developing this leadership study. First, the research was given Michigan State University backing

and status and the interviewer was able to establish rapport with leaders more easily. Second, the Warren School District had a long record of successful experience in community development; yet, certain sections within the district definitely lacked community improvements. Much of the basic community data had already been collected and was available for reference as needed.

DEVELOPING A HISTORICAL PROFILE

A second phase which naturally followed was the development of a historical profile of the community. This technique was used by both Miller⁴ and Hunter⁵ as a means of building a background of information about the community, its leaders, and its history. This provided basic information concerning the community's culture, tradition, and value orientation.

The technique itself involved the sample device of searching newspaper reports and public records concerning one important community issue which involved community leaders extensively. The information gathered was then checked by resource persons who verified the information and added to it whatever they felt was lacking.

The issue selected was that of the dispute with the city of Detroit over the proposed Northeast Airport. The dispute was of concern because considerable land would be required that was at that time being used for

⁴For a description of Paul F. Miller's technique, see p. 56.

⁵Floyd Hunter, Community Power Structure, Chapel Hill, North Carolina: University of North Carolina Press, 1953, pp. 262-63.

homes, schools, businesses, and certain real estate developments. The issue itself was important to the study only as a means of identifying the persons who occupied leadership roles and in noting that there could be solidarity of action on an important community issue.

IDENTIFICATION OF COMMUNITY LEADERS

In any study of community leadership structure, leadership identification is a significant phase. Not only is correct identification important but also the method used must be valid. A number of leadership identification methods have been validated in other leadership studies including the following: Miller's⁶ method carried out in a sociological study of community health goals; Hunter's⁷ method described in his study of a community power structure; Moreno's⁸ tele-sociometric technique described in Who Shall Survive; and the "snowball" method used by the Bureau of Community Service, University of Kentucky, in developing a community profile.⁹

As in Hunter's and Miller's approach leaders were identified in developing a historical profile. This served only to verify the random sample identification of leaders.

⁶Miller, op. cit., pp. 71-78.

⁷Hunter, op. cit., pp. 262-71.

⁸J. L. Moreno, Who Shall Survive, New York: Beacon House Inc., 1953.

⁹Irwin T. Sanders, "Preparing a Community Profile," Bureau of Community Service, University of Kentucky, Lexington, Kentucky: Community Series Bulletin Number 7, May, 1952, p. 1.

Moreno's¹⁰ sociometric methods were used in the leadership identification process because the sociometric picture developed gave a better understanding of certain leader relationships. The sociometric devices developed by Moreno were considered valid and were used to interpret the leadership identification results. His concept of leaders' mutual choice is basic at this point, "The increased rate of interaction between members of a group, the increased mutuality of choices surpasses chance possibility."¹¹

The snowball technique of leadership identification accepted in this study has been used since 1940 by the Bureau of Community Service at the University of Kentucky. The technique itself came out of the work of Dr. Irwin T. Sanders in some of his early rural community studies. According to a Bureau of Community Service Report,¹² the technique has been revised and changed to some extent, but still maintains its basic form.

Sander's basic assumptions concerning the snowball technique were stated as follows:

A. The community is a social system. Its basic structural outlines can be determined. Its dominant social processes can be described. Hence an introductory reconnaissance study, if done properly, will yield some insight into the nature of the social system that is the community.

B. Community leaders generally provide an overall view of the community sufficient for purposes of outlining a profile of its chief social features.

¹⁰Moreno, op. cit., pp. 110-190.

¹¹Ibid., p. 311.

¹²Sanders, op. cit., p. 13.

C. Hunches about the social characteristics of a community can be formulated and tested by trained interviewers in the course of a field visit.¹³

Sanders further states:

When the testimony of all the leaders is put together and when the type of interviewing described here is carried on, there is reason to believe that the interviewers have obtained a good all-around, overall profile of the community.¹⁴

The validation of the snowball technique is based upon an operational insight; "it seems to work."¹⁵ In practice, Sanders has found success in developing a leadership profile which can be checked by (1) use of quantitative measurements, (2) validation by an individual investigator, (3) use of two or more resource persons to check independently conclusions reached, and (4) by analysis of the research, after the investigator returns from the community.¹⁶

The actual selection of leaders by this method starts with a first step in which people are asked to identify eight community-wide leaders.¹⁷ After leaders are identified the respondent is asked to give the reason for listing each individual as a community leader. Further steps in successive interviews place the people identified in positions in the community social structure. Those leaders identified most often are later interviewed more intensively in establishing the leadership

¹³Ibid., p. 1.

¹⁴Ibid., p. 3.

¹⁵Ibid., p. 2.

¹⁶Ibid., p. 3.

¹⁷Personal letter, April 25, 1957, Willis A. Sutton Jr. Executive Director of Community Service, University of Kentucky, Lexington, Kentucky. In author's personal file.

structure of the community. Sander's¹⁸ "rule of thumb" concerning the leaders to be interviewed more intensively is based upon the number of times a leader is identified, usually by 10 percent of the people interviewed.

By chance or good fortune the leadership identification question used in the Administrative and Educational Services Departmental Study included the first step of the snowball technique of leadership identification. The leaders so identified were plotted on fact sheets. Sociograms were then worked out and used to confirm the identification of the top forty leaders in the Warren School Community.

The number of leaders identified in the original departmental survey seemed extremely diffused. In order to check his own impression in the matter, this researcher prepared an eight question scale. Each of the graduate students who served as interviewers in the school community survey was asked to give his reaction to the leadership identification part of the survey. This information proved to be valuable in the analysis of the data.

Other hunches in connection with the study during data collection were checked for validity with the resource persons. When there was general corroboration of a point in discussion with leaders who obviously reflected the opinion of different social circles, the interviewer could frame his observations as tentative conclusions. If further analysis supported these conclusions and the resource persons independently affirmed the findings, the investigator felt himself to be on firm ground.

¹⁸ Ibid.

1

100

Included in the procedure suggested by Sanders is the technique of establishing territorially the area to be studied and then developing neighborhood-community maps.¹⁹ The maps served as a point of orientation for the interviews and were based upon sociological considerations.

As also worked out in Hunter's study,²⁰ the final determination of the leadership structure was made during the focused interview. It became apparent that unless leaders themselves indicated which leader in their estimation was most important in making decisions for community improvement, that the valid leadership structure could not be established. After a discussion of leadership in relation to leadership roles and the decision making process, leaders were asked this question, "Who would you feel is the most important person in making decisions for community improvement?" The answer to the question usually resulted in discussion and information then received helped to validate the previous findings.

THE INTERVIEWING OF LEADERS

Since the researcher was personally responsible for carrying out each successive phase of data collection, he used depth interviews which provided an understanding of the deeper insights about the community leader's value orientation and his reaction to the leadership role of the school in the community.

¹⁹Sanders, op. cit., p. 3.

²⁰Hunter, op. cit., p. 271.

The interview schedule (Appendix A) was prepared using mainly open ended questions of a general nature to begin with, then gradually using questions focused upon the main matters of concern in this study. This procedure worked very well and avoided wasting time during the interview. From the interviews the researcher attempted to determine the leader's attitudes concerning: (1) the community--social policy--past, present, and future, (2) community development, (3) community planning, (4) resource persons, (5) the place of newcomers, (6) the school and its leadership role in community affairs, and (7) formulized leadership training. The information requested was either directly or indirectly related to proving the hypotheses which served as variables.

The interview schedule contained thirty open-ended questions in its final form. In the process of developing the schedule, nearly twice this number of questions were proposed. A pilot study was conducted using graduate students, leaders in the East Lansing fringe area, and professors on campus as interviewees. Many very helpful and worthwhile suggestions came out of these experiences.

According to accepted procedure the interview included such items as institutional ratings, leader ratings, orientation devices, and attitude scales. Leaders were asked to give their own self image as a leader and their reactions concerning the leadership role of various social institutions within the community.

The interview questions had been memorized and were focused upon five of the study's seven basic assumptions.²¹ Before the top leaders

²¹See p. 7, Chapter I of this study.

were intensively interviewed they were given assurance in each case, that any information given would be kept in strictest confidence. Occasionally, as the first interview progressed, an informant would say, "You understand that I'm assuming that you will keep this confidential." It was felt by the interviewer that all the top leaders were very frank and sincere.

The interviews themselves were conducted in privacy if possible and at the convenience of the leader being interviewed. Notes were not taken during the interviews in order to avoid hesitancy on the part of the informant and to permit close observation of the informant's actions or reactions as the interview progressed. It was necessary on this basis to allot sufficient time following each interview to record responses.

By using time-spaced appointments it was possible to take time for orientation and to provide for an informal interview situation. The interviews took place either at the office of the informant or in the informant's home. All the informants talked freely and at length in answer to questions. Occasionally an informant would go back and trace the complete development of a situation or discuss a matter in much detail. When this occurred the interviewer maintained an attentive attitude and asked such questions as would clarify the informant's statements. The interviews were planned for a one hour period with a twenty minute leaway allowed. In practice the interviews averaged one and one-half hours with several extending as long as three hours.

It was decided, on the basis of a pilot study, to use two interviews with each leader instead of a single long interview. This

procedure imposed less on the informant's daily schedule, and allowed time for analysis on the researcher's part. As it later worked out in practice, unexpected findings sometimes became apparent, and at the second interview leaders were asked to confirm or reject the unexpected findings.

COMMUNITY ATTITUDE SCALES

In order that the interview findings might be checked on an objective basis, the study plan included two different community attitude scales. Since the index of adjustment and value was used as part of the random sample survey earlier, this index was one used. Second, the Bosworth Community Attitude Scale,²² developed and used in Michigan, was accepted since it has more direct application within the state of Michigan.

The Bosworth Scale was developed by Dr. Claude Bosworth as part of his Ph. D. study and was later validated in his work in the Department of Community Services at Michigan State University. The instrument is intended to assist in the scientific analysis of communities and measures the citizens attitude toward community progress. The scale consists of sixty items with three sub-scales designed to measure attitude toward community services, community integration, and civic responsibility. The scale is reliable and valid.²³

²²Claude Bosworth, "Community Inventory," East Lansing: Michigan State University, Department of Community Services, June, 1955.

²³Ibid., p. 3.

The Bosworth scale accomplished two purposes in this study. It permitted the Warren fringe community to be compared directly with stable mature communities in Michigan. Secondly, it permitted an objective analysis of leaders' opinions on specific issues not included in the depth interview.

In order to avoid repetition in administering two community attitude scales, the Bosworth scale was administered using a sorting board. The sixty items in the scale were typed on individual cards and informants were requested to sort the cards into the sorting board which provided space for the informant's desired response.²⁴ This procedure of administering the scale was approved and accepted as valid.

The index of adjustment and values has an objective similar to the Bosworth scale but uses a more general approach to the problem. A basic assumption of the index is that a community may be viewed as a "Gestalt" with its own dynamic personality characteristics, and that communities are motivated to improve themselves according to what communities believe to be "good" in terms of their own goals and objectives.²⁵

The index attempts to measure a community's inclination to change. In situations in which the community perceives a "threat" to its value system, it measures the action taken to maintain the community's

²⁴The responses of leaders and the individuals who cooperated in the pilot study would indicate that it was easier to take this kind of a scale using this method. The responses included these or similar remarks: "It was easier and didn't take so long."; "You dispose of one question and go on to the next."; "It didn't seem like a test at all." The average time for the scale was 11 minutes.

²⁵Index of adjustment and values, "Basic Assumptions Concerning How Communities Grow and Develop," A.E.S. Dept., College of Education, Michigan State University, 1956.

status quo. Also, in other situations in which no threat is perceived, action can be taken to promote community's inclination to change.

Leadership within the context of the index is viewed as contributing situations in which communities acknowledge, identify and resolve conflict within their conception of ideal community. When people feel dissatisfied with their community they are indexed as having a high inclination to change. Community leadership would be much surer of support for community improvement projects in such a case.

The index of adjustment and value was used to show that leaders in a fringe community perceive the community problems differently than do the people in a fringe area community.

IMPORTANT EVENTS IN THE PROGRESS OF THE STUDY

This study in a sub-hypothesis states that: The greatest articulation of leadership revolves around the school. An indication that this was true in the Warren School Community came to light when on May 28, 1956, the Coordinating Council for Community Development met for the first time in the high school. The meeting had been called by the school board in an attempt to coordinate the community plans of six different governmental agencies, industry, labor, social agencies, and the community churches.

The reasons for calling the meeting were stated as follows:

1. The Warren Consolidated School District lies in six (6) different governmental units and is in a unique position of being the only common agency serving all of these people.

2. Tremendous growth (both now and in the future) in this 30 square mile areas points up many problems of which the educational problem is but one.

3. There is a need for cooperative planning involving all agencies.

4. The fact that there is only one tax paying public points up the need for careful cooperative integrated planning so that there is no dilution of fiscal resources through unnecessary uncoordinated duplication of effort.

5. In order that all may be served there is need for the development of a master plan identifying areas for housing, industry, commerce, schools, churches, recreation, parks, libraries, etc.²⁶

Since its initial meeting in May, the group has met four times. The executive board has met six additional times to plan and coordinate the group's over-all function. The author was privileged to meet with both the executive board and the council itself at all the meetings, before the depth interviews were conducted. The meetings provided insights into potential community development and gave the author opportunities to meet and know many of the leaders on an informal basis.

Important to this study is the fact that the school as a governmental agency initiated a coordinating and planning group for the community. The school as a social agency, recognizing its responsibility in a wider sense, brought together other governmental and social agencies within the school district to effect over-all community planning and cooperation. According to Paul Reid, Director, Detroit Metropolitan Planning Commission, "This is the first effort for cooperative community

²⁶Minutes of May 28, 1956, Meeting of Coordinating Council for Community Development, Warren, Michigan.

planning on a school district level in this nation."²⁷ Reid's comment would emphasize that such an effort by the school as a social institution was different. According to his stable community orientation, this was "a different kind of leadership role for educational leadership."

Another event of significance occurred on October 2, 1956, when the voters of Warren Township (fourteen square miles were a part of the Warren School District) voted in a special election to become a city. This election also provided for a city council and a mayor to replace the long out-moded township government. (See map page 114)

The development was significant in that this meant a step forward in functional government. It allowed the local government considerably more freedom in developing adequate roads and public services. It was especially important to the portion of Warren Township included in the Warren School District. The new methods of finance and other municipal regulations now permitted the extension of roads, water, and sewer facilities to waiting real estate developers.

PLAN FOR ANALYSIS OF DATA

The methodology called for considerable analysis at various stages during the actual data collection. It was necessary to use sociometric devices in determining the actual leadership structure of the community. The historical profile and community information were completed and checked prior to the time the interviews actually were begun. The

²⁷Paul Reid, Minutes of May 28, 1956, Meeting of Coordinating Council for Community Development, Warren, Michigan.

questions of the first interview were coded and checked so that unexpected findings could be confirmed or rejected during the second interview.

Preplanning with Dr. Bosworth in his office at Northern Michigan College permitted an analysis of the Bosworth Scale. An item analysis of the scale was later worked out and it proved to be valuable in understanding leaders' responses.

A complete coding of the depth interview responses attempted to bring out the varied reactions as well as direct answers to the interview questions. The contrasts provided in certain responses tended to confuse the results until a pattern appeared. The analysis of the open end questions involved responses from only seventeen leaders, so I.B.M. cards were not used.

The methodology as a whole has focused first upon the leadership structure and secondly upon the leaders' attitudes and opinions concerning the community organization and the leadership role of the school. A comparison of the findings of this study with those of other similar studies made in stable mature communities, revealed facts with important implications for educational leaders in fringe area communities.

CHAPTER IV

THE WARREN SCHOOL COMMUNITY

INTRODUCTION

The Warren School community is pictured here as a developing community in the fringe area of Detroit, Michigan. The fringe development started before World War II and was a gradual normal development until five years ago. Since 1952, when General Motors began their 67 million dollar industrial development within the school district, the technical and physical changes have begun to noticeably change the social structure and atmosphere of the community. These developments have made necessary the building of more homes, the expansion of schools and utilities, the construction of new roads and streets, and the extension of social services. In effect, such expansion is expressed by McClennan, of the Troy Planning Commission, "fringe communities grow by concentration; small problems become large ones."¹

It is on this background of tremendous industrial and business expansion that the Warren School District is pictured at the time of this study. The present population of the thirty square miles included in the school district is estimated at 16,500, but the projected population in 1965 is 100,000. Warren Village population was 727 in the 1950

¹Henry McClennan, Coordinating Council for Community Development, Warren, Michigan, Executive Committee Meeting, June 14, 1956.

census but was estimated as 2,500 in October, 1956, or an increase of 243.9 percent up to the time this study was made.²

A HISTORICAL PROFILE

In order to understand the leadership picture of the present community organization one must have a knowledge of the community's past organization and history. The significance of a historical profile is primarily that of developing an adequate understanding of the cultural foundations of social policy. An adequate understanding of the contemporary social cultural aspects of the Warren School community would permit a more effective interpretation of the present leaders' attitudes and opinions. With this thought in mind the researcher spent considerable time developing a historical profile of the Warren School community.

This chapter does not present a complete historical account but rather attempts to focus on meaningful aspects of the community's history; that is, to focus on these shifts in community organization or social policy which are significantly related to community development. The leadership structure is cumulative in nature and changes according to the beliefs and attitudes of the community of which it is a part.³

Basic to any community are the people who live and work in it. This community was originally settled by German immigrants, many arriving before the Civil War. These early residents farmed good land and

²Detroit Metropolitan Area Regional Planning Commission, October, 1956.

³Ronald L. Warren, Studying Your Community, New York: Russell Sage Foundation, 1955, p. 354.

prospered, and as usually occurs in community development, a village center formed. It grew and prospered at the present location of the Village of Warren. The village served as a trade center to the farm people who lived in the general immediate area now served by the school district with which this study is concerned. (Note figure 2 on page 114)

A closely knit sociological unit identifying itself with Warren Village resulted. The social policy, reflecting a typical rural community, was conservative, with a body of beliefs and values definitely directed toward maintaining the status quo of a small rural village and the surrounding rural area.

The rural and ethical code, derived largely from Protestant Christian principles, provided a strong foundation for law and order which even today are highly valued. The Methodist Church was organized over 110 years ago, followed in seven years by the German Evangelical Reformed Church. Even today the latter church holds a dominant place in the religious and social life of the school community.

With such a moral setting the basic social institutions, particularly home and church, were of great importance. The informal patterns of living centering in the home and church tended to be more significant than other formal institutionalized social patterns.

The community setting just described remained predominant until 1920 when hard-surfaced roads, a land boom, and the automobile made possible an initial disturbance in the community's rather pastoral scene. The first newcomers came from Detroit in search of country homes. The depression years put an end to this movement, however. Gradually these

first newcomers were absorbed into the rural atmosphere. Then, in the late 1930's another movement into the school community began. This movement was of people attempting to find tax relief and a cheaper source of food direct from the land. These newcomers too tended to become a part of the school community. It was their influence along with technological advances that made the conservative rural atmosphere begin to change. Included to help promote change were such things as rural electrification, mechanical farm power, radio, and improved roads. Farm youth could now leave the farm and find work in the war industries. Community change became the key to community improvement.

Beginning about 1938 the need in school district reorganization became evident in the Warren School community. It was at this time that "social change" became more acceptable. The school system of the village of Warren joined with nearby primary school districts to provide a secondary education for all the youth of the community. The new consolidated school system provided the war training programs that became common for many community residents.

This natural gravitation to the school as a center for community functions continued after the war when community recreation and social activities were offered through the school. Almost all activities of the community were centralized at the school. This accelerated institutional role of the school then became a part of the community's social policy. The school played a vital role in community life. From the author's observation and personal experience this would seem to be a typical role for the school to play in a fringe area.

A fringe development had occurred in an almost unnoticed fashion just prior to and during the war. By 1945-1946 both rural and urban land use had become common within the school district as workers attempted to provide housing near the war plants. These housing developments were not planned and usually provided sufficient land for gardening or part-time farming. There was a definite mingling of people who worked on the farms and those who pursued urban occupations. These changes in a conservative rural community would indicate that a fringe development was well underway before the war ended.

In the post war years the population continued to build up as individual families bought home sites and built homes. These newcomers were still pioneering in a new kind of social development. They had to provide for their own water and waste disposal, and most of them sought out this pioneer life because they liked it. For those who became dissatisfied, there were others searching for such holdings who were ready to take their places. These people as newcomers found it rather easy to become a part of the fringe community's social policy. Their contributions were not only in terms of large numbers of children to be educated, but they also had a vital interest in the educational program.

Through the war years and the years that followed until 1952, a steady somewhat unnoticed change had taken place among the "old roots." Land then valued at higher and higher levels was used less for farming and more for real estate development. The newcomer who gardened was accepted, and between the new and the old a certain bond was established which permitted a growing together. Much of this was fostered by rural

extension groups in homemaking and still more on a community-wide basis by the school and its recreation and social program. The churches in their extensive and extended programs encouraged a community approach. Catholic and Lutheran churches were provided as members of these church groups requested and received assistance from their churches at large.

At this point in 1952 before the General Motors industrial development the community social policy might still have been termed "conservative." However, it was subject to change in many areas. The moral code emphasizing the still dominant Protestant interpretations of spiritual and social ethics served as an important conditioner of social action. The newcomers and old roots were not too far apart, especially in their disinclination for urbanization and urban values.

The final phase in this historical profile may be described as a mass development. Included as a key factor was the development of General Motors Technical Center and the Chevrolet Engineering plant just south of the village of Warren.

This General Motors industrial development gave a growth stimulus by providing adequate utilities, primarily sewer and water, for mass housing developments. The tax base was raised significantly which in turn brought in revenue for new school buildings and expansion. A real estate boom has forced most farmers to consider selling but many are still farming. Probably one reason for this is that taxes have not been forced beyond a reasonable level. Other industrial expansion is inevitable as more land is purchased by industry in the golden mile. Business in the form of shopping centers, outdoor theaters, and

recreational establishments have begun development within the school district area.

The question of what all this development and expansion means in terms of social policy is the purpose of the larger Warren School Community Study conducted by the Administration and Educational Services Department. The effect it has had and may continue to have upon the leadership structure of Warren is of major concern to this study. Much of what is now taking place can not yet be interpreted since technological and physical changes move far ahead of the more slowly changing and developing social policy.

A picture of the present setting, as developed by the Warren School Community Study,⁴ is presented in Table II. This table reveals pertinent information concerning the 124 respondents in the random sample.

Several interesting facets of information bear pointing out. Socially integrating forces in the community are reflected in the high percentages of home ownership, of church attendance, and of young couples living in the school district area. By contrast the social disintegrating forces are also at work and can be noted in the small degree of participation in community organizations, the need to find recreation outside of Warren, and the lack of adequate shopping facilities. Some effort is being put forth to correct the undesirable community features; yet it seems unlikely that, in face of present population increases, these efforts will be sufficient to meet the needs.

⁴Michigan State University Warren School Community Study, July, 1956.

TABLE II
PRESENT CONDITIONS IN THE WARREN SCHOOL COMMUNITY

Description	Number	Percent
1. Number of persons per home	4	--
2. Less than 40 years of age	79	63
3. Owning their own home	119	95
4. Husband's occupation labor affiliated	80	64
5. Wives gainfully employed	15	12
6. Shop in Warren for food	41	33
7. Shop in Warren for clothing	5	4
8. Shop in Warren for appliances	8	6
9. Bank in Warren	68	55
10. Attend church in Warren	74	60
11. Find recreation in Warren	42	34
12. Residents one year or less	37	30
13. Participate in 2 or fewer organizations	73	59
14. Identified 3 or fewer community leaders	101	81

THE LEADERS OF WARREN SCHOOL DISTRICT

Within any given physical setting leadership itself is resident in the people who play the decision making roles. The following sketches of the persons who are leaders in the Warren School community will necessarily include something about their physical surroundings and about the dynamics of their relationships.

Of the forty persons identified most often as leaders by the random sample heads of households, the largest number were found to occupy formalized positions of authority within the framework of government. This is significant to the study only as it highlights the tendency of newcomers to identify people in positions of governmental authority as leaders. Of the leaders identified at the first level, twenty held either appointive or elective governmental positions. The next largest group of leaders identified was composed of five religious leaders or 12.5 percent of the total group identified. Other individuals identified were associated with other areas of community business and professional life.

This is not to indicate, however, that position alone determines leadership. As will be noted later leadership is a shifting, changing factor and such other factors as education, personal success, and potential ability are also important to a leader's influence. The descriptions of community leaders which follows leaves until later the placing of them in their structural relationships.

Seventeen persons were identified by 15 percent or more of the top twenty leaders. What these leaders do, and the positions they hold

become important in placing them in the leadership structure of the community. The leaders highlighted in the study may be considered typical of the persons playing decision-making roles in the Warren School Community. (See Table III.)

The table shows the importance of formalized positions and legalized authority in determining a leader's position. All but six of these persons had completed college or university training; several had completed graduate work beyond the master of arts degree.

COMMUNITY-WIDE LEADERS

Individuals filling the various leadership roles within the fringe community are much the same as other persons except that they have been more willing to accept and assume responsibility. One person in a formalized position as superintendent of schools, contributed a great deal to community life. Shortly after his arrival in the community in 1938 as school superintendent, his leadership was responsible for the school district's reorganization. The lack of an adequate county health program became evident just before World War II. Working with other interested leaders within the county, he was instrumental in establishing a county health program in 1942 which recently has been extended to include an experimental mental health study in the Warren School District.

In more recent years other community-wide controversial issues have developed and in nearly a patterned fashion, this person identified by code number 1 on Table III, page 95, has been asked to represent the

TABLE III

OCCUPATIONAL POSITION OF TOP LEADERS IN A FRINGE SCHOOL DISTRICT

Leader's Code No.	Occupation	Major Areas of Leader- ship	Number of Member- ships in Community Organizations
1	Superintendent of schools	Education	13
2	Township supervisor	Government	7
3	Public works	Government	5
7	Minister	Religion	7
8	Assistant superintendent of schools	Education	13
10	Homemaker	Education	7
11	Recreation director	Government	15
12	Local priest	Religion	3
18	Visiting teacher	Education	14
22	Minister	Religion	12
25	Salesman	Education	9
26	Homemaker	Voluntary organi- zation	12
37	Attorney	Government	3
38	Public utilities	Education	7
39	Assistant regional manager	Government	10
40	Secretary, Chamber of Commerce	Informal	5
42	Insurance	Informal	5

community. One such issue was that of the North East Detroit Airport. It was proposed by Mayor Cobo of Detroit that several sections now part of the Warren School district be set aside for the airport. The legal procedures were set in motion and only after the superintendent made a successful presentation before the state legislature in Lansing was the issue resolved in favor of the Warren Community. The superintendent was spokesman and a key leader in nearly all stages of this community effort. In this instance as in many community functions on prior occasions, the leadership role played by leader 1 was the key to the success of the project. After success in community projects had been assured he reverts to a less conspicuous behind-the-scenes role.

This leader could almost be considered one of the old roots, having lived in the community eighteen years. He is a man of middle age, fitting the 45-50 age bracket in this study. He is a man of average height and build whose quick sense of humor and ready smile enable him to make friends easily. Comments of other leaders concerning him such as, "He's a good guy," or "He's a regular fellow," indicate a warm, outgoing personality.

His educational background and training have stood him in good stead. He received his Ed. D. in education at the University of Michigan in 1951. His background of small town living fitted well with the value system of the Warren School community. His approach to community improvement projects can be noted from his comment concerning the community-school approved swimming pool: "Five years ago in 1951 when I first proposed a swimming pool I knew the people weren't ready for it.

Last year, though, when they voted for it 10 to 1, the people felt that this ~~was~~ now their own project." It is this approach to community leadership which has enabled him to remain a top decision-maker through the years.

Another person occupying more of a stimulative leadership role in the school community is 22. He is a person in the 60-65 age group who, as pastor of the Methodist church, has brought a challenge for the school community to broaden its horizons. With his experience and training in the office of regional director of the Methodist church in two different states he has ideas which have been challenging to the community's conservative value system. He has helped initiate a social integration of newcomers into the school community.

He holds a doctor's degree in theology and has had considerable experience in working with people of all classes and creeds. His acceptance of a small parish outside Detroit was supposed to provide opportunities for writing and study. Instead his time has been filled in assisting not only his own church, but also many in the community to see a broader vision of what the area might become.

Coupled with him in the efforts to broaden community thinking and planning particularly among the women is his wife, number 18. Her education and background is in social work and mental health. Trained in group work and with an understanding of the need for social integration of newcomers she has helped initiate several community programs. These include the visiting teacher program and the experimental mental health study groups. Since no one else could be found to fill the

position of visiting teacher, she accepted on a temporary basis and has remained on the staff since.

In the past three years her work in the community beyond the bounds of the church has given a vision to many of the old roots who may have questioned the need for planning and development in areas of social integration. Her leadership is given more by example and counselling than in the form of official positions or offices.

A leader whose training and background fit him well to direct the recreational program is number 11. He fits the age group of 40-45 having worked in the community for the past twelve years in the recreation field. Though having lived in the Warren School community only the past two years, he has been well informed concerning the problems and needs for thorough and effective planning. He is active as chairman of the Macomb County Planning Commission and has provided leadership in other directions.

He became a member of the decision making group because of his training and education. His master's degree in social work and his close contact with all kinds and levels of people give him a basis for understanding community problems and for having leaders as well as followers place faith in him as a leader. Though considered a newcomer, his understanding and perception have permitted him an inside place in the decision making process.

Next, number 7, a pastor whose role as a leader in the school community could be noted as that of an influencer has his pastorate in the Reformed Church of the community. The parish is by far the largest and

in it are found many of the persons identified as top leaders in this study. His understanding of many of the community problems and intimate knowledge of the entire social integration problem have permitted him to influence decisions in this direction in a number of cases. His interest and educational training in sociology and social work have broadened his perspective so that he encourages the use of church facilities for community functions including a day nursery school and many daytime meetings. He personally has visited every new family in Warren Village regardless of denomination to encourage local church participation and finds in this activity an outlet for his community interest and his advanced social training.

Leader 7 is a man in the 40-45 age group. He has lived in Warren the past ten years. He has a personal preference for the smaller community and has found in Warren the opportunity to project more than just the religious program of his denomination. Because of his religious bias his more restricted leadership role remains that of an influencer.

The local priest, number 12 who also occupies a leadership role of influencer, is much concerned about education. By his own remarks though, he must serve in the role of stabilizer since he cannot permit the educational program of the parish to move too rapidly. "The Junior High School and Senior High School will need to wait until the present debt load can be reduced." The cooperation with the public schools in certain programs has been effective with a continued cooperative approach to youth programs always encouraged. The obvious religious background prevents a very cooperative approach to social problems,

but community planning and community improvement projects finds support of this individual in his leadership role.

An old roots resident identified by code number 3 was born and raised in Warren Village and has lived in the community all of his life. Chosen as a top leader in the school community this person has tended to hold his position both because of his background in public work and because of his outgoing, warm personality. He is industrious, community-minded, and willing to support a good cause as his father did before him. His father helped establish the Warren Village High School. He held office as mayor for twenty-five years and served his community in many ways. Leader 3 was at the time of the study mayor of the Village of Warren and president of the Rotary Club. His contempt of other old roots residents who gave money in support of worthy community causes but refused to give personal help could place him as a liberal. He like his father has had foresight in community affairs. His present position as head of the public works department brings him in contact with many people.

His educational background was limited to high school training. He is not wealthy but maintains a high middle-class standard of living. At present in the 50-55 age group, he is a man whose leadership is based upon personality, political success, liberalism, and long-time residence in the community.

An old time resident identified by code number 25 was also born and raised on a farm in the Warren community. Until 1938 he operated his own farm. His association with the Warren Public Schools began in

1939 at the time of the reorganization of the Warren schools. He has served on the board of education continuously since that date. His occupation at present is that of a merchandise salesman, covering all of the local territory. He is probably the only man of wealth among the leaders described. Most of this wealth he accumulated through the sale of land for development.

Another old-time resident, a widow who now operates her late husband's insurance business with her son, remains a person of influence in spite of no active community-wide leadership. Her former widespread leadership role on the board of education and in the county health program has continued to encourage her role of influencer.

She is identified by code number 42. She was born and raised on a farm in the community but moved to the village when she was married and has lived there ever since. Her formal education was limited to one year of high school but it has been supplemented by constant reading. Her upper middle-class status has enabled her to maintain a position of leadership even among the newcomers. She does not see in them a threat to the school community but rather feels that what is happening will eventually benefit everyone. In spite of her 60 plus years and old roots background, her pattern of influence is liberal.

An in-between group as to time of residence in the community are well represented by a woman identified by code number 26. The family moved to the school community twenty years ago and built their home in a secluded wooded tract. They intended to enjoy a rural life away from the hustle and bustle of the city. She and her husband soon became

involved in village and county activities. He has now served as state senator for many years.

Her experience and training in nursing and public health work led to a natural responsibility as chairman of the County Health Board. She held this position for ten years and has since worked closely with the Y.W.C.A. program, Girl Scouts, and other volunteer social and youth groups. With her insight into the problems of newcomers, she has arranged special programs in P.T.A., assisted the community council, and worked on the mental health program. She was instrumental in bringing into the Warren School District a branch of the Detroit Council of Social Agencies, and this extended her influence to many in the community.

Another homemaker, identified as code number 10, who came into the community following the war years, has provided leadership for the P.T.A. and other local social and religious groups. She came into the leadership picture quite by accident shortly after she arrived. Because of her musical talent she was asked to sing for various groups, and soon she became an active member of most of the community organizations. Having a warm, pleasant personality and considerable talent has helped her give leadership to the P.T.A., community council, and the community recreation program. Through her husband who is employed at General Motor's Technical Center and is presently a member of the school board she has attained a position of rather high prestige for the short time she has lived there.

An individual who might well be considered an old roots resident became acceptable as a leader only after years of striving to become a part of the social set. Identified as code number 38, this individual

arrived in Warren twenty years ago in the post depression years. Because he was aggressive and persistent in his efforts to promote a good community and to become socially acceptable, he is one of the busiest persons in Warren. He holds offices in several groups and seems to be busy most of the time he is free from his job as public utilities director for the new city of Warren. He is on the school board and has been very active in youth work and in the recreation program. His formal education ended with high school, but a later extension course in accounting has helped him in this work.

An attorney, code 37, carried out a different leadership role. He is called upon for legal advice by many clients including the school district, the village council, and the township board. Being the only attorney in the local area, he is forced into a professional leadership role that doesn't wear too well. He finds himself in positions where his professional role conflicts with his role as a citizen. This conflict and a past conservative cultural heritage have caused him to be over cautious in dealings within the community. He is not a leader in a true sense since his participation is seldom volunteered; yet, in another sense he is probably closer to the decision making processes than anyone else.

He is a man in the 40-45 age group, whose large frame and rugged features make him stand out in any group. His office hours from 1:00 p.m. to 9:00 p.m. accommodate his clients better than the daytime schedule of a metropolitan attorney. By his own admission he is a poor joiner or organization man but he joins most groups out of business

courtesy. Thus, because of his conservative ideas and lack of interest in community affairs his role is one of negative influence.

Of the remaining persons who are new to the school district community, the township supervisor could be considered of the old roots rather than of the newcomers. He grew up and was educated in the southern edge of the township before entering the service in World War II. Upon his return he was active in the leadership school of the labor union. He moved on from labor into politics, where for a man of less than forty years he has been very successful. He is meticulously honest and forthright in his dealings and has gained stature by keeping close to the people. During an interview he described his role as one of "listening to everyone's problems, even the little man's, because to this person his personal problem is the biggest one."

Identified by code number 2, this person of the upper lower-class has moved up into the upper middle-class having built a large new modern home in Warren Village within the past two years. He is self conscious about his lack of a college education but has made up for this by initiative and drive. He was elected as the first mayor of the new city of Warren by a two to one majority. Because of his rural background and a conservative religious training he has been more conservative than liberal, but has been willing to listen to the advice of experts in solving community problems. In his leadership role he has tended to be democratic and use the group approach, but by his own admission he loses patience with the process. His decision-making seems to be influenced more by what can be done "now" that will be best for people, with less concern for what people "will think."

The lone person representing business is the secretary of the Chamber of Commerce who is identified by code number 40. This individual with a college degree in business and economics seems to have a basically negative approach to community problems. His training and background in a rural Midwest community have caused him to view each tax increase as detrimental to business, and his business training has caused him to question new ideas or changes in community functions. His responsibility in civic associational life is greater since he was appointed secretary of the Chamber of Commerce. Out of this position he has made considerable gain in prestige. He moved into the Warren School district only recently but had been a member of several social groups for five or more years. He apparently enjoys the role he plays in which he challenges other leaders, the experts, or local officials, serving as a watch dog for the Chamber of Commerce. He is looked upon with some contempt by top leaders and with awe by the lesser leaders. His effectiveness as a leader stems from his position and not from his personality. Several referred to him as the tool of industry and yet in reality he does not represent industry directly. He is instead a pseudo-leader whose effectiveness is limited to keeping top leaders on their toes.

A newly elected city councilman, code 39, for the new city of Warren has lived in the community for ten years. As assistant regional manager of a large insurance company in Detroit, he exerts little influence on the fringe area community. In his leadership role as a home owner and citizen, he has through the years exerted a progressive influence. He is a tall, athletic person whose training, education, and speaking

ability make him stand out in a crowd. He served as chairman of the citizen group that opposed the Northeast Detroit Airport. He later served on the Warren Township Board before being elected to the city council of the new city of Warren.

At the age of 45-50 years, he rather enjoys the give and take of politics and represents the home owners' groups. The family is very busy and very active in social and athletic affairs. He coaches hockey and soft ball teams as part of the community athletic program. Since the family is Catholic, the children attend parochial school and thus the family is less associated with Warren as a community than the family of any other leader interviewed. His effectiveness in community projects stems from an aggressive approach and an inner secureness in dealing with people.

The last person, code 8, on the list is the assistant superintendent of schools who as a newcomer in the community has been accepted in most community organizations because of his formalized position. His background in music and administration have given him the opportunities for leadership roles in many organizations. There is little doubt but that he has had the support of the superintendent in these matters; yet, he has made progress in his own right. He is a veteran and he has spent a good deal of time since the war in advanced study. He has only his thesis to finish before receiving his Ed. D. in education.

It is clear that such descriptions as are given here are only a part of the story that needs to be told. The purpose of these descriptions has been to picture these leaders as persons in the more

abstract leadership structure of the Warren School community of the fringe area of Detroit. Certain of these leaders have tended to guide the community more than others; none has tried to destroy the community but have rather intended to maintain the status quo. In this process some are hurt and others are made happy but only as a community is drawn together rather than split apart can it be said that a community is developing. In this study we are more concerned with the developing community; the analysis to follow will be concerned with understanding leaders and leadership in a fringe school district.

CHAPTER V

LEADERS AND LEADERSHIP STRUCTURE OF A FRINGE SCHOOL DISTRICT

INTRODUCTION

As this study attempts to establish a "rationale" as to leadership and its role in community development in a fringe school district, the leadership structure is important. Leadership structure is here taken to mean the position of the status leaders in relation to each other and the people in the social framework of the community. The working hypothesis of this analysis is: Leadership in the Warren School District is significantly different from leadership in a stable mature community. The suggested comparison would imply that the findings of this study will be different from those known to be characteristic of the leadership structure in mature stable communities.

The findings concerning known characteristics of leaders and the leadership structure were accepted as basic assumptions.¹ They were used to develop a word picture of leaders and leadership in a stable mature community. According to the accepted definition of a stable mature community, it is a community which now has the seven basic elements of community; namely, a population aggregate, inhabiting a delimitable, contiguous territory, sharing a historical heritage,

¹For reference to basic assumptions, see p. 7, Chapter I.

possessing a set of basic service institutions, participating in a common mode of life, conscious of its unity, and able to act in a corporate way. Within the population aggregate is a community social system, based upon roles, status, and authority,² the upper element of which has been termed the leadership structure.

THE LEADERSHIP STRUCTURE

The first assumption describing leadership in a stable community was: The leadership structure is relatively stable and as diagramed is pyramidal in shape, having steep sides rising to a narrow plateau or apex. This description refers to a community in which people share a culture based upon a history of living together, out of which have come traditions and value orientations that tend to fix status and the acceptable core values (accepted mores). A part of what the community tradition has provided may be described as power. According to Robert MacIver "Power"³ is never a mere sub-ordination of many to one. It is always a hierarchy."⁴ Within a social system a hierarchy "is a structure of power relationships of varying amounts of power."⁵ The hierarchy described here may be referred to as the leadership structure within a mature community.

²Charles P. Loomis and J. Allan Beegle, Rural Social Systems, New York: Prentice-Hall, Inc., 1950, p. 787.

³Leadership may be substituted for power in this study.

⁴Robert M. MacIver, The Web of Government, New York: The Macmillian Company, 1947, p. 97.

⁵Harold D. Lasswell and Abraham Kaplan, Power and Society, New Haven: Yale University Press, 1950, p. 204.

According to George C. Homans' description:

The pyramid tends to evolve spontaneously through the dynamic relations between the norms of a group, its activities, sentiments, and interactions. The top leader appears at the apex of the pyramid, working with a small group of lesser leaders; each lesser leader level by level works with his own small group of still lower rank until the broad base of rank and file are reached.⁶

Pictured in this way leadership structure then refers to the ordering of the individuals within a community social system according to status (rank) accorded by the system. In a stable mature community this condition, sometimes referred to as a closed system, makes it difficult for the democratic principle of equality of opportunity to operate. Such a situation usually results in a pyramid with steeper sides due to less diffusion of leadership. In this type of community, leaders may be fitted into the leadership pattern with relative ease. People know each other's status; the habits of the individuals tend to conform to the customs of the community. Due to the ordered arrangement of status and the compliance with custom and tradition, such a community is nearing maturity and is stable.

In contrast to the well defined and regular leadership structure of a mature community, the leadership structure in a fringe community was hypothesized to be: diffused with a broad base. The pyramid is broad and flat when compared with the leadership structure in a stable community. A major task in any analysis of community is encountered in delimiting and defining it as a structure or framework.

⁶George C. Homans, The Human Group, New York: Harcourt, Brace, and Company, 1950, p. 186.

In the study of the Warren School District in the fringe area of Detroit, Michigan, it became apparent very early that leadership was broadly diffused and that lay citizens were not sure who their leaders were. It will be recalled that the initial identification of leaders was secured during the random sample survey of the community, May 28th and 29th of 1956. The survey interviews (see forms, Appendix B) were conducted by a team of seventeen graduate students under the guidance of Dr. Karl Hereford as part of the Warren School Community Project.⁷ A preliminary summary showed that 101 of the heads of households named three or fewer leaders during the random sample survey. This sample of lay people represented 81 percent of the 124 respondents and indicated a lack of community communication at the lay citizen level. This can be partially accounted for by the fact that thirty-five respondents or 28 percent had lived in the community less than one year.

During the random sample survey it became evident to the author that the lay citizens were finding it difficult to identify community-wide leaders. In order to check his own interpretation of the situation and to shed more light on the issue a simple questionnaire was prepared. The questionnaire was given to each of the graduate students involved in conducting the survey to gain their impression of the seemingly apparent diffusion of leadership. The results of the survey of graduate students are presented in Table IV. Such evidence surely indicated that lay citizens had difficulty identifying community-wide leaders. The average

⁷For a more thorough description, see p. 68, Chapter III.

TABLE IV

RANDOM SAMPLE SURVEY TEAM'S REACTION TO LEADERSHIP DIFFUSION IN WARREN SCHOOL DISTRICT

Statement	Strongly Agree	Agree	Question	Disagree	Strongly Disagree
1. Community-wide leaders were known by the people interviewed.	--	1	--	7	8
2. Community-wide leaders were vaguely identified as people in power positions.	3	10	--	--	3
3. Status leaders in locality groupings were identified as leaders	3	10	--	3	--
4. People interviewed did not know who the community-wide leaders were.	7	7	--	2	--
5. The people identified as leaders were people known to be connected with schools.	2	6	3	4	1
6. Church leaders were thought of as community-wide leaders.	2	9	2	2	1
7. Persons being interviewed found it difficult to identify more than 3 or 4 persons.	12	4	--	--	--
8. Community to many persons interviewed tended to be the locality grouping rather than the larger geographic area.	9	5	2	--	--

number of leaders identified by the 124 respondents in the actual survey was 2.2 leaders.

Several other factors of significance might also be noted:

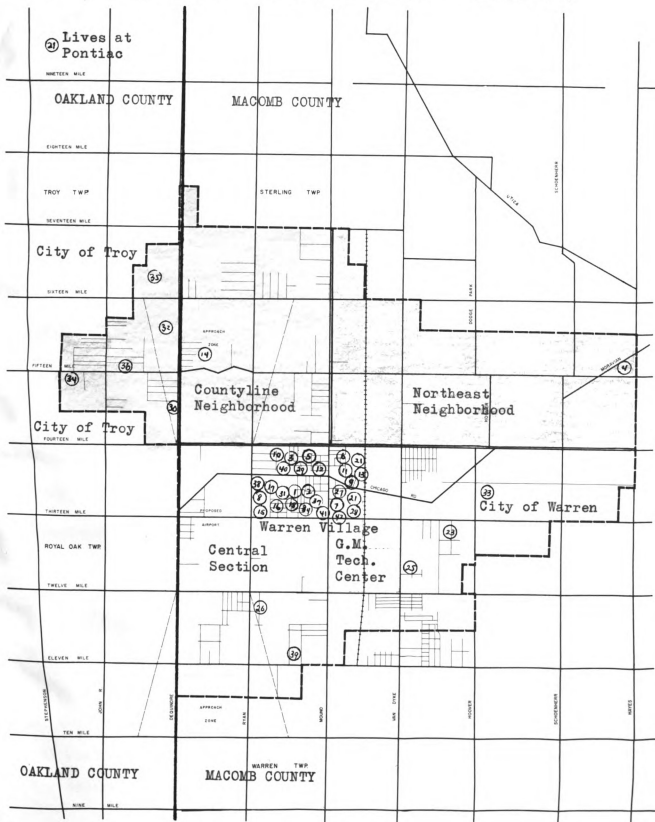
(1) community to many lay people tended to be a neighborhood locality grouping rather than the larger geographical area; (2) church leaders were thought of as community-wide leaders; (3) persons thought of as leaders in locality groupings were identified as leaders. Under item three such persons might have been the Boy Scout leader, the local park warden, or the "good neighbor" two doors away.

Marvin Bressler and Charles F. Westoff in their study of an industrial fringe area of Lower Bucks County, Pennsylvania, pointed out: "Except for the dominant figure, that both the actuality and image of power are diffused throughout the leadership structure."⁸

It became evident after the initial identification that the school district was made up of one major community grouping near Warren Village and two smaller neighborhood groupings oriented to their elementary school and neighborhood social groups. (See map, page 114) The Countyline neighborhood had the widest dispersion of leadership and least community cohesion of the three groups. The neighborhood was made up of widely dispersed, single family homes in an area where people found it difficult to provide water and sewage disposal. The school territory, at this point in the district, was split between two counties making it difficult for citizens to work together in solving more than

⁸Marvin Bressler and Charles F. Westoff, "Leadership and Social Change: The Reactions of a Special Group of Industrialization and Population Influx," Social Forces, 32:235-43, March, 1954.

WARREN SCHOOL DIST.



superficial neighborhood problems. Only in the area of the school was there concerted community action. It was on the school issues that people had agreed and been successful. The fifty-one heads of households identified sixty-two leaders, nineteen leaders twice, seven leaders three times, two six times, and one eight times. The pyramidal leadership pattern here, as in other areas, showed the educational leaders ranking highest.

In the northeast section of the school district where agriculture is still the dominant occupation, the leadership pattern is less school centered than in the other sections. The people's contacts for church, school, and banking were in Warren. In the pyramidal leadership pattern here, the ten heads of households included among the respondents identified a twenty-nine leader base, seven persons identified twice with one person identified four times.

The central section including the village of Warren and the industrial belt was more community centered. Their community loyalties were centered in the churches, schools, and social organizations. The sixty-three heads of households included among the respondents identified a 107 leader base. Thirty-eight leaders were identified twice, twenty-six three times and nineteen four times to support a top leadership group of eleven. The evidence of school leaders being a part of the leadership structure was apparent with four of the top ten leaders being school people. At this time it appeared to the author that since this was an educational project, that respondents showed an element of bias toward the school.

When the entire leadership pattern in the initial identification was tabulated, it appeared as shown in Table V, that 164 individual leaders formed a base, sixty-seven leaders were identified twice, and forty leaders were identified three or more times. The only exceptional finding was one dominant figure, leader number 1, who was identified twenty-eight times.

In order to validate these findings, the top forty leaders were interviewed and asked to identify eight community-wide leaders. The respondents interviewed identified community leaders much more readily, naming an average of 6.7 leaders as compared to 2.2 leaders identified by heads of households. The analysis at this stage was concerned with validating the previous findings concerning the leadership pyramid. As shown in Table V, page 117, the leaders identified ninety-three persons as leaders, with thirty-six identified twice, thirty-two three times, and twenty-eight four times. This picture considering leaders identified four or fewer times as sub-leaders still provided a broad base upon which top community leaders were pyramided.

When the top twenty leaders' votes were checked separately as shown in Table V, column 1, the consensus regarding the top leaders became apparent. Their identification did not add any individuals nor did it reduce the total number of leaders to any degree. This indicated a high degree of mutual choices. The leaders dropped at this point in the analysis included a farm-business leader number 33, the Countyline P.T.A. president number 13, and the Countyline School principal number 4.

TABLE V
PYRAMIDING OF LEADERSHIP CHOICES

Leader Code Number	Applies to Random Sample Only	Choices of Top 20 Leaders	Choices of Top 40 Leaders	Choices of Random Sample of 124 Heads of Households
1		17	26	28
2		10	23	12
3		11	16	11
4		2	5	10
5	(moved to West Coast)	--	--	8
6		0	0	8
7		8	16	8
8		7	11	8
9		1	1	7
10		3	7	6
11		10	11	6
12		7	8	6
13	(and 4 others)	2	3	5
18		8	10	4
20	(and 3 others)	2	3	4
22		9	15	4
25		8	13	3
26	(and 6 others)	5	8	3
33	(and 3 others)	1	4	3
37		5	8	3
38		3	5	3
39		4	6	3
40		3	5	3
42	(and 66 others)	5	6	2
	(164 individual leaders)	--	--	1

The twenty top leaders shown in the mutual choice sociogram, Figure 3, indicated that leaders number 33, 14, and 4 are outside the leadership pattern. The usefulness of the sociogram lies in the fact that it does indicate that the leaders chosen as the very top leaders tended to identify each other.

In the depth interviews the author, after discussing community leadership, asked the question, "Who would you feel is the most important person in making decisions for community improvement?" The question usually elicited discussion permitting the interviewer to gain information concerning the reason for the interviewee's choice. Table V, page 117, indicates that leader number 1 was in reality, according to the people, the sub-leaders, and the leaders, the key person of the community. The image held was that he was a man of vision, was well qualified, had considerable influence, and was just a good guy. This choice was oftentimes indicated in spite of the fact that five leaders felt he was biased toward education and four felt that he was busy enough at school.

The preceding evidence relative to the leadership structure of a fringe community validated the sub-hypothesis that: The leadership structure is diffused and has a broad base. The pyramid is broad and flat when compared with the leadership structure in a stable community.

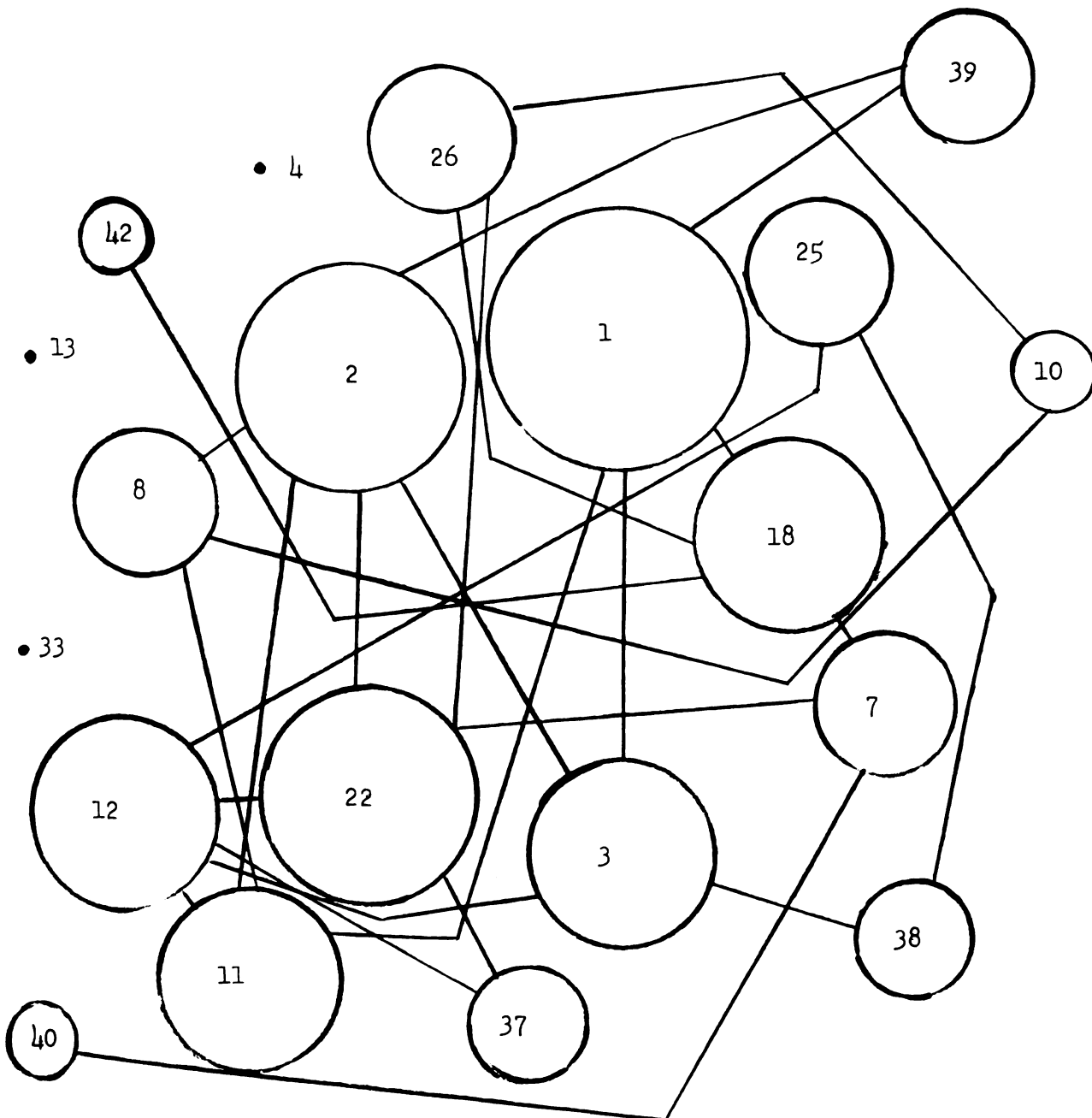


Figure 3. Mutual choices made by the top twenty leaders. (Each circle represents a leader involved in one or more mutual choices. The size of the circle indicates a relative number of choices received by the individual leader.)

POSITION IN THE LEADERSHIP STRUCTURE

The second assumption concerning leaders in a stable community was stated: Position in the leadership structure is based upon social position, influence, and length of community residence. This refers to the position in the leadership hierarchy the individual occupies at a given time. In a stable community social order (position) and community mores serve as a limitation on leadership mobility and tend to determine position.⁹ The point of consideration here is that social position is given to the person by others either because of kinship or in recognition of personal achievement which has reinforced the community value system.

Influence was considered by Bouma¹⁰ to be social capital such as money, time, prestige, historical precedent, and knowledge, as well as the ways in which such social capital was used in making community decisions. In a mature community the leader's position needs to be supported by social capital; yet an increase in social capital does not necessarily tend to raise the leadership position of the individual. In many cases in stable communities upward mobility in leadership positions occurs only when a top leader retires to a less active role or passes on. Extreme examples of this can be found in the Mennonite or Amish social systems.

In the conservative rural communities, more than in urban communities, length of community residence is a determinant of a leader's

⁹Lasswell and Kaplan, op. cit., p. 96.

¹⁰Bouma, op. cit., p. 23.

position. Newcomers into any social system are required to prove themselves but in stable communities new individuals who have not shared in the common experiences of the past find it difficult to move into leadership positions.

According to Robert Bierstedt¹¹ no one element makes for power of itself but must be supported by two or more social capital elements. In this light, the social capital of wealth always provides for economic influence but does not of itself guarantee power or a leadership position.¹²

In keeping with these findings by Bouma and Gettel, position in the leadership structure is based on certain criteria which must be mutually supporting. It is clear then that a leader must have a combination of certain elements of the broad criteria social position, influence, and long time community residence.

Sub-hypothesis two was stated: Formalized authority is a prime determinant of a leader's position in the leadership structure. Formalized authority was taken here to mean an elective or appointive position within government or in quasi corporations such as church boards or school board. The data provide information concerning formalized authority in the Warren School District. Seven of the top ten leaders, thirteen of the top twenty leaders, and twenty-five of the top forty leaders were either appointive or elective officials.¹³

¹¹Robert Bierstedt, "An Analysis of Social Power," American Sociological Review, 15:730-38, 1950.

¹²Bouma, op. cit., p. 284; Gerhard F. Gettel, "A Study of Power in a North Central State Community," Unpublished Ph. D. dissertation, Michigan State University, 1956, p. 221.

¹³The occupational information of the top leaders may be noted on p. 95, Chapter IV.

Formalized authority in and of itself does not determine a leader's position. However, it is plainly visible that lay citizens in a fringe school community tend to feel that individuals in formalized positions of authority such as the township clerk or the building inspector, are leaders. A similar study on leadership conducted in the industrial fringe area of Lower Bucks County provided findings supporting the preceding evidence. In that study 59 percent of the leaders identified held positions of formalized authority. The government-politics-legal classification's high ranking is justified in the following quotation.

The fact that this particular occupational area constitutes the primary image of power for our respondents is probably due to the more visible nature of the authority wielded by people in office. In other words, the structure and power of government and politics on the American scene are more discernible than the more subtle and latent powers of economic and mass communication groups. This is probably all the more true since we are here concerned with an area which transcends the pure sociological concept of "community".¹⁴

The sixth question asked in the depth interview has been summarized in Table VI. The table shows that length of residence is no longer a basic leadership criterion. Social class is less important according to a majority of respondents with influence in its various forms losing its significance. The top leaders still felt, though, that a person to be a leader had to have ability and needs to be the right kind of person. These reactions support Bierstedt's contention that leaders must have a combination of several elements of social capital. The data presented here gave support and proved sub-hypothesis two as valid.

¹⁴Bressler and Westoff, op. cit., p. 242.

TABLE VI
BASIS OF POSITION IN THE LEADERSHIP STRUCTURE

Question: According to surveys in stable communities, position in the leadership structure is based upon social class, influence, and length of community residence. Since Warren is in a developmental stage, would you say that this is true here?

Determinants of Leaders' Position	As Important	Less Important	Changing
1. Social class	4	11	0
2. Influence	4	5	11
3. Length of community residence	0	17	0
4. Occupation	2	15	5
5. Ability	13	0	0
6. Availability	13	0	0
7. Personal characteristics	15	0	0
8. Elective or appointive position, formalized authority	17	0	0

LEADERSHIP ROLES

The third assumption is that: Leadership roles tend to be relatively stable and well defined in a mature community. The word picture in this assumption portrays leaders as fulfilling roles well understood by themselves and their social system. When the leader accepts the rights and performs the duties which constitute his particular leader status he is performing a leader role. In a community situation an individual may have several leader roles and in each he conforms to the social norms of that role.

Gordon's view helps provide a clear picture when he states,

There are rules, procedures, and required attitudes for the role of leader. In fact it seems in a traditional sense that the role of the leader in our culture is much more prescribed and well defined than the role of the member.¹⁵

His interpretation signifies a stable role that is well defined and that it is only as the individual plays the required role that he is indeed a leader. Gibbs supports this contention when he says,

Leadership is not usually an enduring role unless an organization is built up which enables an individual to retain the role after he ceases to qualify for it. In this case leadership becomes domination or mere headship.¹⁶

A leader must conform to the role set by the community's cultural expectations. The leader's role then is stable and remains as defined by a particular social system.

In contrast, the author's hunch stated as sub-hypothesis three was that: Leadership roles pivot about institutional problems and tend to change with the situation. In a fringe situation role expectations are extremely diverse particularly in relation to top leaders. In defining and discussing a fringe community it was decided that as a social system a fringe did not have all the elements of a mature community. The fringe area then could be considered as a developing community in which role expectations of top leaders would not necessarily be well defined.

In such instances, where a pioneer atmosphere is evident, individualism and a dynamic approach to problems on the basis of expediency forces

¹⁵Thomas Gordon, Group-Centered Leadership, New York: Houghton Mifflin Company, 1955, pp. 255-56.

¹⁶Cecil A. Gibbs, "The Principles and Traits of Leadership," Journal of Normal and Abnormal Psychology, 42:268, 1947.

a change in leadership role to fit the situation. The author observed top leaders in both formal and informal situations during the time of data collection. On such occasions, according to Homans--

. . . a man's behavior may depart more or less from the role, and if the real behavior of enough persons in enough such positions over a long enough period of time departs far enough from a role, the role itself will change.¹⁷

The situation seems to be one of having simple roles become complex and having roles defined in terms of what must be done now. For example, the role of the school superintendent used to include supervision of teachers with frequent close contact with the student council and other student groups. The increased enrollments and the demand for new facilities have forced him to delegate these more natural personal functions to the assistant superintendent or principals. The demands for more activities away from school means that he must serve in public relations capacities with industry, be involved and concerned with interunit governmental planning, and demonstrate to others outside the school a catalytic leadership role rather than the autocratic role so often projected by a superintendent of schools.

For example, in discussing these matters he commented,

Well, take me for example; I've changed a great deal in the past couple of years. I always felt that the school was the boys and girls and that if too many other activities interfered they were the ones to be hurt. Actually, I can see that many of the big problems of the community as roads, sewer, and water are important too and if we can all move along together everyone will be better off. If there is real understanding and cooperation with effective communication, the school in all this planning stands to gain more for children than it will lose.

¹⁷Homans, op. cit., p. 124.

Similar comments could have been reported from the interviews with other leaders. When leaders were asked to list the major community problems, a surprising number mentioned the importance of social integration (making newcomers feel at home). Table VII lists the significant problems in rank order of importance as described by top leaders. The kinds of problems listed that would support the hypothesis are the leadership roles which tend to pivot around community institutional problems of government, education, and religion. Community planning listed as item 3 is a projection of the institutional problems on a broad plain.

TABLE VII
PROBLEMS IDENTIFIED BY TOP LEADERS

Problem	Number Making Choice
1. Social integration (social agencies, newcomers, social functions, community recreation)	15
2. Inadequate facilities (public and shopping)	14
3. Planning at all levels	13
4. Communication (newspaper and public transportation)	12
5. Schools (public and parochial)	11
6. Services (police and fire protection)	7
7. Changes from township to city	2
8. Good now, don't change	1

An evidence of this broadening concept and role change of leaders was found in the organizing, in June, 1956, of the Coordinating Council for Community Development.¹⁸ The C.C.C.D., as it is commonly referred to, is an inter-community study and planning group concerned with long time plans. The eventual effectiveness of this group is surely dependent on the ability of leaders to change roles according to the immediate situation.

During the first depth interview the questions dealing with leadership were focused upon the final interview question. This question attempted to draw from the interviewee his or her self-image as a leader. When the question was asked at this place in the interview, it resulted in very frank self-appraisals of the respondents.

The findings peresented in Table VIII make it evident that as leaders the individuals in the sample did fill various leader roles. An indication of their frankness in the matter is shown in response number 7 in which nine leaders felt they were autocratic but did believe in democratic procedures. Probably the most important finding in the leaders' self-analysis was that as leaders in community groups, these individuals were concerned about democratic principles and procedures and gave evidence of a dynamic type of leadership.

In light of the manifest self-images and the previous findings, the author feels that sub-hypothesis number three has been proved valid. This validation provides a foundation for the presentation data concerning

¹⁸For a more thorough discussion, see p. 81, Chapter III.

TABLE VIII
SELF-ANALYSIS ROLE CHOICES OF TOP LEADERS

Roles	Number of Leaders Making Role Choice
1. Influencer	15
2. Informal decision maker	11
3. Work behind the scenes	11
4. Both democratic and autocratic	10
5. Community betterment and social informer	10
6. Facilitator	9
7. May be autocratic but believe in democratic checks and balances	9
8. Decision maker	8
9. Avoid running the show	7
10. A fully developed leader	2

sub-hypotheses five, six, and seven. Sub-hypothesis four will be discussed in Chapter VI.

COMMUNITY ATTITUDES

Assumption number five agreed upon in Chapter I was stated as follows: The community attitudes of leaders tend to be similar to those held by the community itself.

This is valid in a mature stable community where community attitudes tend to be fixed by custom and a normal tendency to maintain the status quo. The contention of John and Ruth Useem gives supporting evidence. They point out that, "Those of high prestige show greater

conformance to norms than do those of low rank."¹⁹ Similarly, Homans points out, "A leader will live up to the norms of his group because failure on his part to live up to the group norms undermines his social rank."²⁰

Hypothesis number five was stated: Leader's attitudes about community are different from those held by area residents.

Since the same interview schedule was given to leaders and area residents it was possible to compare the important problems perceived as well as the community characteristics valued most. A summary presented in Table IX shows differences as well as areas of agreement.

The area residents saw the lack of opportunities for youth and recreation as important problems. They were concerned over a lack of good leadership at a local or neighborhood level, but failed to see the leader-identified problems of communication, schools, or social integration.

The findings here indicate a basic difference in orientation, with the leaders more concerned with institutional problems of an immediate nature. Area residents felt a deeper concern for problems of a more personal nature indicating a desire for community development with an emphasis on opportunities for youth.

The attitude differences pointed out here are not in themselves sufficient for validation. For a more objective comparison, the Bosworth

¹⁹John Useem, Pierre Tangent and Ruth Useem, "Stratification in a Prairie Town," American Sociological Review, 7:331-42, 1938.

²⁰Homans, op. cit., p. 124.

TABLE IX
COMMUNITY CHARACTERISTICS OR PROBLEMS AS SEEN BY
LEADERS AND LAY CITIZENS

Community Characteristics	Lay Citizens		Leaders	
	Highly Valued	Saw as Problems	Highly Valued	Saw as Problems
1. Satisfying family life*	X		X	
2. Youth opportunities		X		
3. Community's schools*	X		X	X
4. Planning		X	X	X
5. Acceptance of newcomers	X		X	
6. Socialization integration				X
7. Communication				X
8. Religious atmosphere*	X		X	
9. Friendly community*	X		X	
10. Leadership		X		
11. Recreation		X		
12. Good street maintenance		X		X
13. Good shopping facilities		X		X
14. Served well by local business		X		X
15. Healthful*	X		X	
16. Democratic influence*	X		X	
17. Public transportation		X		X

*Indicates core values of culture. (Index of adjustment and values.)

Community Attitude Scale was given during the first interview. The scale attempts to measure the attitude of the individual toward community progress. The summary presented in Table X compares top leaders' scores with those established as norms for the scale in Michigan.

According to Claude A. Bosworth,

It appears that attitudes toward progress are generalized. Those citizens who are in favor of improving sewers tend to be in favor of other phases of community improvement such as new schools and hospitals, recreation programs, industrial development, and civic improvements.²²

TABLE X

A SUMMARY OF RESULTS FROM THE BOSWORTH
COMMUNITY ATTITUDE SCALE

Characteristics	Percent		
	Scale Norms Score	Difference	Top Leaders Score
Total sample	56	19.3	75.3
<u>Age Level</u>			
31-40	50.4	18.2	68.2
41-50	59.5	19.2	78.7
51-60	62.0	25.2	87.2
61 and over	45.1	24.9	70.0
<u>Education Level</u>			
J.H.S. 9th grade or less	46.7	17.5	64.2
High school	62.5	8.5	71.0
College graduate	71.5	11.2	82.7
<u>Membership in Organizations</u>			
3 or more	60.4	14.9	75.3

The comparative results in this case show a wide positive differential in the case of the leaders of the Warren School District. The fact that

²¹Claude Bosworth, "Community Inventory," East Lansing: Michigan State University, Department of Community Service, June, 1955, p. 6.

the school community was oriented toward change and adjustment could have **s**cewed the results toward the positive end of the continuum to some extent .

A **d**ditional data in support of the premise was presented in the Bucks County **S**tudy. The study attempted to answer this major concern:

To determine the extent to which a leadership group as reflected by its expressed attitudes is prepared to make adequate adjustments to problems engendered by the rapid conversion of a semi-rural area to an industrialized urban area.²²

The **e**ighty-one respondents were intensively interviewed as to their attitudes concerning social change. Social change is considered, according to **B**osworth's interpretation, to be similar to community improvement.

In **s**ummary the authors make these statements concerning the adjustive potential of a leadership group facing social change.

It seems safe to say, if attitudes are at all predictive of behavior, that the leadership group as a whole will assert its influence to effect positive adjustments to change. . . .The power groups seems to be the most decisive influence on attitude toward change, in that it appears to be the dynamic variable reflected only in shadow form by other factors.²³

The findings presented leave little doubt as to the validity of hypothesis five.

COMMUNITY GOALS AND OBJECTIVES

In stable communities, due to their maturity, goals and objectives tend to be evaluated within the framework of community norms. In most instances these goals are formed out of a community's value pattern which

²²Bressler and Westoff, op. cit., p. 235.

²³Ibid., p. 243.

serves as a major determinant of community action. According to Pierce, "In its own way, each community establishes norms . . . and passes them on from generation to generation."²⁴ Using this frame of reference assumption six was stated: Leaders evaluate community progress in terms of commonly accepted community goals and objectives.

The ideals and goals inherent in the concepts of long settled social policy present no extreme challenge to community leaders. The goals and objectives when set by commonly accepted social policy become a part of the citizens' value pattern. According to Hunter, "The more firmly fixed a policy is in the habits and customs of a community, the easier is the task of the decision maker."²⁵ In such situations a mature stable community may easily evaluate progress since social policy outlines the commonly accepted community goals.

Within fringe communities where social policy is in a state of flux and in which goals and objectives are in a constant state of examination and re-examination, a leader's task in decision making becomes more difficult. Sub-hypothesis six was stated: Community progress in a fringe community tends to be evaluated in terms of expediency rather than planned goals and objectives.

In fringe communities leadership becomes more critical due to a lack of effective communication and insufficient planning. In the Warren School District an interesting sociological concept was proved in gathering the data; this was the core concept of community integration. When

²⁴Pierce, op. cit., p. 117.

²⁵Hunter, op. cit., p. 207.

the researcher was interviewing leaders concerning community goals and objectives, this question was asked, "Would you say that people in Warren today have a common basis for measuring community progress?" The nearly uniform response was that people in Warren do have commonly accepted goals and objectives. A further discussion revealed that these goals were based upon the core values of a religious heritage, a friendly informal social atmosphere, a high value for schools and education, and a satisfying family life. Such core values according to Muntyan are basic elements of the American community culture. These core values as a part of the culture are a part of the Warren fringe scene giving people a common basis for measuring community progress.

Further discussion revealed that in the outer areas of community culture, which dealt with material matters, change was the common pattern. The once rural culture was fast disappearing; ethnic traditions were being shared and melded with others; technical advances made life easier, and people had become more other directed with less dependence upon internalized goals.

In summary, the fast disappearing rural community culture, though being changed in a physical sense, still had a basic cohesive factor maintaining the sense of community. The newcomers were bringing about a change in the material sense through their demands for the conveniences of urban living; yet, the basic conservative rural village community culture had served to maintain purposeful goals. The findings in this case are significant only to the extent that the core values of American culture have been proved to remain constant in a fringe community.

A second question attempted to determine the present evaluative process in community improvements. The consensus of top leaders was that in the Warren School District community progress in the material sense was measured in terms of expediency rather than planned goals or objectives. This was evidenced by the kinds of responses recorded in Table XI.

TABLE XI
COMMUNITY PROGRESS IS MEASURED ON THE BASIS OF EXPEDIENCY

Comments by Leaders	Number
1. People want to see results	15
2. Community progress based upon things, roads, buildings, services	17
3. Need this or that done today	10
4. Changes are forced by newcomers who expect services like Detroit	9
5. Plan only as much as you can pay for	7

The findings provided in the preceding pages confirmed that the core concept of moral community is still very much a part of fringe community and that this moral integration continues to provide a cohesiveness in a social system which lacks unity. The hypothesis was supported and proved valid on evidence provided by the top leaders. The urgency of the newcomers demands and the sheer numbers of people force action.

POLICY TOWARD NEWCOMERS AND RESOURCE PERSONS

In a stable community social policy is affected by a conservative point of view and a body of beliefs and values reflecting the maintenance of a status quo. Any disturbance of such a social system results in conflict of some sort. In such a setting an altruistic spirit is seldom extended to the outsider since his presence usually represents a threat to someone. Out of this word picture assumption seven is stated:

Leaders accept help from outsiders only as such advice is essential in deciding issues. Outsiders in this study refer to individuals new to the community whether they appear in the role of newcomer or the resource person as an outside expert. According to John Useem,

Newcomers even with good family background or a reputation of high status may be welcomed warmly but are rarely accepted as functional members of the community until they have proven themselves.²⁶

Under unusual circumstances outsiders as experts may be called in to give advice in a conflict situation. Evidence that such advice is often used only to decide an issue rather than initiate a program is given by Hunter when he reports,

The files of planning agencies in Regional City are crammed with 'expert' advice on what should be done to relieve some tensions in the city in spite of the distrust of the policy making group in Brain Trusters. But the fact that the bulk of the reports are filed indicates that action on many of the suggested programs has been stopped.

The inference here is that stable communities wish to maintain a

²⁶Useem, op. cit., p. 333.

²⁷Hunter, op. cit., p. 240.

status quo and that "expert advice" is often taken with "a grain of salt."

In contrast in a fringe community, beset with ever-increasing numbers of new people and the problems which result, leaders welcome the resource person's advice. Sub-hypothesis seven stated simply is:

Leaders willingly accept assistance from resource persons.

If the number of resource people used in the schools and churches or in local government are considered, there is no lack of evidence. The researcher was privileged to be an observer in a variety of meetings in the Warren School community. Resource people were apparently so common that his presence in the group seldom raised a question even though he often took notes.

The top leaders by unanimous response indicated an acceptance of resource people because several pointed out their needs were greater than their human resources. The need for outside assistance seems to have prevented an open social cleavage between old roots and newcomers.

The evidence given by the heads of households in the random sample survey rated "acceptance of newcomers" in second place on a thirty item list of community characteristics. A majority of top leaders listed the community council program, the P.T.A. efforts, and the open door policy of the schools and churches as indications of newcomer acceptance. This should not be taken to mean that none of the "old roots" resented newcomers. An undercurrent of feeling was indicated in comments by top leaders such as, "New people expect too much," "New people don't understand," or, "New people never consider all these conveniences that have been provided for them and they never even lift a finger." Yet in spite

of such reactions these same people, without exception, commented in favor of working toward a friendly community and making the new people feel welcome. These findings in the data provide valid evidence for proving hypothesis seven.

A RATIONALE AS TO LEADERSHIP IN WARREN SCHOOL DISTRICT

A stated objective of this research was that of establishing an understanding of leadership in a fringe community. The data presented in this chapter have described leadership in a fringe community as being different from the leadership common in stable mature communities. In each comparison the findings pictured leadership in the Warren School District as a kind of leadership affected by the social milieu but in turn affecting the social policy through a positive approach based on expert help.

The approach to establishing a picture of leadership in the Warren School community began with a review of literature. The presentation provided a picture of the fringe as a developing community which lacked unity and in which the key to community development was leadership. A further finding showed the school to be an effective ally in successful community development programs. In order to be clear in setting the framework for this discussion the key terms were delimited and defined.

Warren School District was pictured, in the community profile, as a developing industrial fringe community outside the city of Detroit, Michigan. Its social background had been rural, conservative, and Protestant; a moral code, derived largely from Protestant Christian

ethics, placed law and order high in value. In spite of the technical advances of science and the physical changes required in a fringe development, the core value concept of moral community was still very real. Faith in democracy, the moral good, and the dignity of man remained evident in the reactions of the people who made up the community's changing social system.

Regardless of the physical setting, leadership is resident in the people who play the decision making roles. To locate leadership it is necessary to identify the individuals who are leaders. From them comes an understanding of what leadership is in their immediate social setting. The description given here can serve only as a bench mark since leadership, as an on-going dynamic process, is constantly changing.

In Chapter IV an attempt was made to picture each top leader as a person. The preceding portion of Chapter V pictured the characteristics of Warren's leadership as different from leadership in a stable mature community. What this implies will be discussed in Chapter VII. The immediate concern here is the development of a rational picture of the leadership in Warren School District.

According to the findings presented and discussed, the leadership structure in Warren is diffused and dispersed with ineffective communication apparent. The leadership hierarchy has a broad base with a pyramidal structure that is broad and flat when compared with the leadership structure in a stable mature community.

There are two neighborhood sub-communities within the school district. The leadership in these sections presents a similar leadership

structure with educational leaders in each area playing important leader roles.

Formalized authority is a prime determinant of the lay citizens' image of the community leader. This conception is due in part to the leadership roles being focused upon institutional problems and governmental symbol of authority and power.

An important finding in this study supported by a similar finding in the Lower Bucks County Study showed that in fringe areas leaders' attitudes are positive toward change. The attitude of fringe area leaders is more individualistic and optimistic, paralleling the kind of leadership common to America's pioneer era. The same kind of atmosphere of anticipation and excitement is sometimes present, encouraging a certain individual recklessness in leaders so inclined.

The ever present road-blocks to community development are noted in lack of finances and planning. An organization to promote planning is under way in the Coordinating Council for Community Development. A further evidence of positive leadership was provided in the community leaders' attitudes toward newcomers and resource people. The willingness to accept help and advice in the solving of problems made possible an application of the democratic kind of leadership accepted as necessary to community development.

GROUP CENTERED LEADERSHIP IN A FRINGE COMMUNITY

In rapidly changing fringe communities, such as Warren, because of fluidity of population and the increasing smallness of the world, there

is a new culture emerging. This new culture, a composite of many cultures, can have positive values and provide an atmosphere in which people, children, youth, and adults are free to develop and create the "good community life." A leadership that inspires such development and creativity cannot be taught as a subject, nor even be totally inspired by outstanding leadership; it must rather evolve from within each individual as he participates with fellow citizens in cooperative community improvement ventures.²⁸

Group-centered leadership²⁹ projected on the basis of democratic principles and procedures permits a broadening, expanding kind of leadership and enables willing and able citizens to become a part of an ever-growing leadership pattern. This reality-centered leadership, operating in the freedom of a democratic atmosphere, can encourage the development of new inspired leadership in the group situation as citizens work together in solving their community problems. Such democratic leadership is essential because of the increasing demands for more leaders in an expanding developing community. The researcher attempted, in the Warren Study, to gain an understanding of the kind of leadership, top leaders felt was being developed.

Warren's top leaders during the personal interviews were asked this question, "Do you feel that leadership is a key factor in effective community planning?" Their unanimous agreement was supported by the reasons given in Table XII.

²⁸Abram T. Collier, "Business Leadership and a Creative Society," Harvard Business Review, January, February, 1953, p. 9.

²⁹Definition in Chapter I, p. 3.

TABLE XII

LEADERSHIP IS THE KEY IN EFFECTIVE COMMUNITY PLANNING

Reasons Leadership is Key Factor	Number
1. Leaders are needed at all levels	10
2. Good leadership is a prerequisite to community development	8
3. Foresight and vision are essential	11
4. People generally feel a need for planning	6

The leader's recognition of the need for help in planning and that the key to planning was leadership, led to a natural question of what type of leadership was needed in planning. A quick reference to the description of leadership usually resulted in a response concerning democratic leadership as different from autocratic type leadership. A summary of the responses concerning sufficient democratic leadership in Warren is given in Table XIII.

TABLE XIII

NEED FOR DEMOCRATIC LEADERSHIP IN PLANNING

Question: Does Warren, at present, have enough of the right kind of leaders for community planning? Yes 0, Yes and No 3, No 14

Characteristic Needs in Leadership Planning	Number
1. Need leaders who will accept outside help	10
2. Leaders must be trained in some way	10
3. More leaders are needed if Warren keeps growing	10
4. Couldn't planning and leadership training be combined	10
5. The new people are willing to help	8

If more leadership was to be provided leaders felt that there would need to be some kind of training program or a method of searching among newcomers for those willing to help. A camouflage of "leadership training" would be necessary if a formal training program were offered. Outside help would be needed preferably in the form of resource people who could involve people in a participation type of training program. A lecture method or show and tell wouldn't work. The local institutions suggested in the first interview were the community council, C.C.C.D., the schools and churches.

The summary of results between the first and second interview gave an impression that leaders, though aware of the need for more capable leaders, did not see in themselves the "very seed" for democratic leadership in their social environment. The desire for outside help and assistance, characteristic of developing fringe communities, shows a lack of confidence in themselves but a functional respect for other people as possessors of ideas and experiences. To overcome such conditions a type of leadership is needed that is democratic in procedure, permits freedom, and the development in each individual his creative abilities and a social intelligence on the part of the community. In this procedure according to Dawson and Butterworth,

Its function is not to pronounce policies and issue orders; it is to raise issues, make proposals, and by discussion and stimulation, by praise, by criticism tactfully given, and by patient work with others get them to participate in the formulation of policies and activities.³⁰

³⁰Julian E. Butterworth and Howard A. Dawson, The Modern Rural School, New York: McGraw-Hill Book Company, Inc., 1952, p. 315.

By following the suggested procedure of Dawson and Butterworth, democratic leadership becomes a learning situation and a leadership training program; at the same time the participants can solve their own problems.

During the second interview the subject of leadership and community development was again discussed. A significant difference in attitude was noticed probably due to an intervening C.C.C.D. meeting. The response was unanimous agreement concerning the need for some type of formal leadership training, with immediate application possible. A summary of their responses is shown in Table XIV.

TABLE XIV
TYPES OF LEADERSHIP TRAINING FOR WARREN SCHOOL DISTRICT

Reactions to Formal Leader Training	Number
1. Use school facilities and have community council and churches help	12
2. Schools responsible but community organizations cooperate	11
3. Would require personal involvement and immediate application	9
4. The training should be camouflaged as "How to Meet and Influence People."	7
5. Could be a regular part of adult education program	6
6. Use outside resource person for presenting training	5

The focused interview on leadership brought out several interesting findings relative to top leader's personal feelings about leadership. Leaders were asked, "When did leadership in community development become

interesting to you?" Eight of nine top leaders who were not natives of Warren indicated that this interest developed after they came to Warren. For three persons this had been a part of their interest in college days. For seven leaders this interest in community progress came out of their interests in church and the desire to help others.

When asked the question, "Do you enjoy working on community projects?" sixteen of seventeen top leaders responded favorably. The responses included such comments as, "It has made life seem worth-while," or, "I enjoy working with people." The positiveness of community minded people was evident in leaders' reactions to the question, "Do you feel that most leaders are interested in the common good of the people?" Table XV summarizes their reactions.

The Summary in the table gives the impression of community-minded leaders, people who would be willing to cooperate with others in developing a sense of social intelligence and creativeness in solving community problems. As stated by Pierce,

A major thesis here is that the welfare of communities and individuals is one and the same and that the role of community can be enhanced magnificently through cooperative action for others self-improvement. This in turn provides a setting of the highest levels of individual leadership attainment.³¹

The kind of leadership most adequately conceived for assisting in community development and improvement in the fringe community would be group-centered leadership.

³¹pierce, op. cit., foreward p. iv.

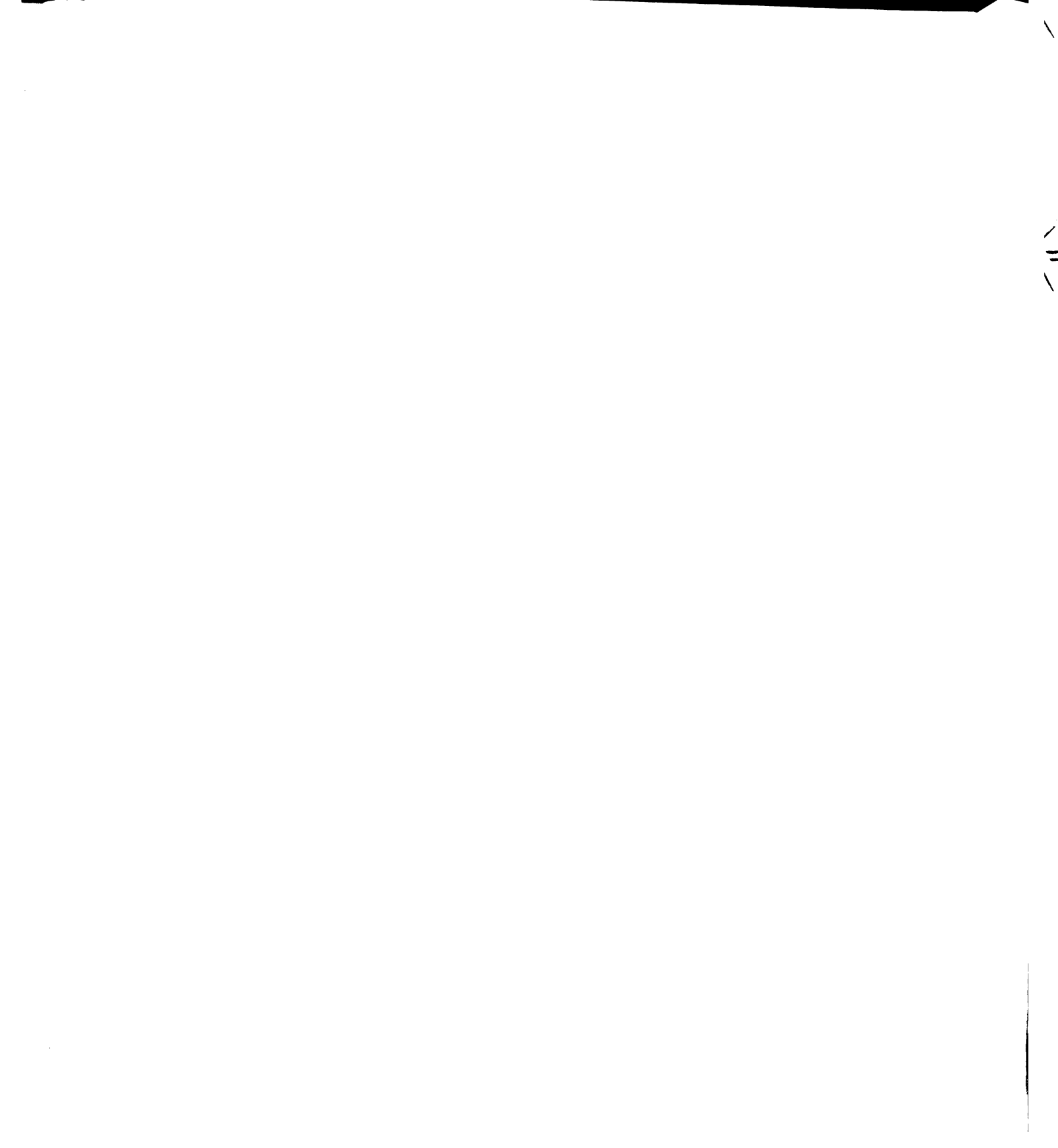


TABLE XV
COMMUNITY MINDEDNESS OF TOP LEADERS

Question: Are leaders interested in the common good?		Yes <u>16</u>	No <u>1</u>
Responses of Leaders		Number	
1. Real leaders don't have an axe to grind		11	
2. In community work the leader has others in mind		10	
3. If the leader is selfish, he won't last long		9	
4. The work serves personal needs indirectly		11	
5. Serves as the "oil" of community sociability		11	
6. The small politician may get mixed up and believe they seek common good		5	
7. It's true more people are willing if they are recognized		5	
8. Community work does help a person grow socially		4	
9. Personal satisfaction is minor for certain people		3	

CHAPTER VI

THE ROLE OF THE COMMUNITY SCHOOL AS A SOCIAL INSTITUTION IN A FRINGE COMMUNITY

INTRODUCTION

The working hypothesis given in Chapter I was stated: Leadership in the Warren fringe area is significantly different from leadership in a stable mature community. The findings related to this hypothesis, presented and discussed in the previous chapter, proved this hypothesis true.

As was shown in Chapter V, leadership in a fringe area is different. Yet this very difference stresses the importance of the idea of community. In attempting to understand the social structure of a fringe school district this study revealed a developing community which lacked the unity and cohesiveness of a mature social unit. The people who made up the community, due to varied origins and backgrounds, were too recently neighbors to have shared the community's heritage. As citizens, many were not even conscious of the community as a social system. Nor did they recognize a social policy as the possible framework for a common mode of life. Indeed the contrast might well be that of the rugged pioneer individualist seeking life's satisfactions outside a social system. These factors constitute a continuing force toward fragmentation of interests in the developing fringe community. The obvious lack of



sufficient basic service institutions has a degenerating effect on the feeling of community in the fringe. In the face of a lack of community cohesiveness and unity in fringe areas, doubts arise concerning the developing of communities there. Though the fringe community lacks unity, the findings reported in Chapter V indicated that a core of ethical, moral, and religious values, as the core elements of American culture, serve as a common basis of agreement. When people, as lay citizens, work for an improved community on the basis of these core elements, a sense of unity and cohesiveness becomes apparent. The fast disappearing rural community culture also still provides a cohesive factor for maintaining the sense of community.

Community studies have shown that fringe areas are not alone in their lack of community solidarity. America's industrial superiority today was made possible because men were free to either succeed or fail. The freedom of the pioneer era has been changed as industrialism changed society's way of life.

Such advances in a technical sense have far outstripped our social sciences, leaving society far behind in the human relations side of life. According to Melby, "Human life has changed more in the past forty years than in all of human history."¹ These changes present a fringe society, in addition to the particular fringe problems, with the kinds of problems common to all segments. According to Melby these are a very real de-emphasis of the family, an emphasis upon materialism rather than the

¹Ernest O. Melby, Class notes in Theory and Practice of Administration, Spring Term, 1957.



core values of culture, and a definite "other-directedness" emphasis so evident in the "keep up with the Jones'" philosophy. These changes in American society's milieu have created social conflicts that are incompatible with our democratic cultural elements of fraternity, equality, and liberty.

THE COMMUNITY SCHOOL CONCEPT

These developments have resulted in a one-sided advancement of society so that society today faces an ever-increasing gap between technological advances and the comparatively slight advance in human relations. It is in this culturally unbalanced setting that the community school concept has been developing. The review of literature in Chapter II pointed out that the school has been viewed increasingly as a positive and dynamic force in helping to stimulate, assist, and give leadership to community development programs concerned with the improvement of community living.

The review also indicated that the community school concept has now been applied in social environments other than the rural culture where it first became meaningful as a socially cohesive and unifying force. Schools in small cities, suburban areas, and in large urban areas are now making an application of the community school concept. Success seems dependent upon many variables. One of the most significant long-time experiments concerning the community school was conducted in the state of Michigan under the sponsorship of the Kellogg Foundation. This experiment, known as the Michigan Community School Service Program,

attempted to gain a better understanding of the potentialities of the community school as an institution for community improvement.

The community school definition accepted for this study was prepared by the Michigan Committee on the Instructional Program of the Community School as reported in Alvin Loving's² thesis. The two basic criteria are supported by ten constructs³ which describe ten roles, six supporting the first criterion and four supporting the second criterion.

The complete definition also presented in Chapter II is given here to facilitate easy reference.

A. The community school serves and enriches society

1. By surveying community needs and resources
2. By giving initial leadership to constructive community improvement projects
3. By helping to develop a sense of community, both in children and adults
4. By expanding and diffusing leadership throughout the community
5. By practicing and promoting democratic procedures
6. By coordinating all constructive efforts to improve community living.

B. The community school reflects and involves community resources in the school's instructional program

1. By using human and material resources in the instructional program.

²Alvin D. Loving, "Crystallizing and Making Concrete the Community School Concept in Michigan Through Study of On-Going Community School Practices," Unpublished Ed. D. thesis, Wayne University, Detroit, Michigan, 1954, p. 3.

³For a definition of constructs see p. 39, Chapter II.

2. By building the curriculum around major human problems
3. By involving all persons concerned in planning and appraising the school program
4. By being genuinely life-centered as a social institution

The definition stated in action terms came out of the contributions of twenty-five community schools in Michigan. As Loving points out, "In Michigan a fractional approach to the community school concept has developed all over the state, sometimes in just a classroom, sometimes in a school, sometimes in a community, but rarely in all three."⁴ The degree to which the ideal of the concept will be reached depends upon the educational leaders' comprehension of the significance of community in the classroom and the total program of the school.

THE COMMUNITY SCHOOL CONCEPT: A DESIGN AND A REALITY

Any theoretical design when put into practice seldom reaches the intended level of perfection. For this reason the discussion to follow is not intended as an evaluation of the Warren Public Schools. Rather, the discussion is intended to show that the community school concept has a theoretical application as well as a practical application in the schools of fringe communities. There is bound to be a gap between theoretical and practical application. This gap need not be an indictment against society but rather, if viewed in proper perspective it can serve a very useful purpose.

⁴Loving, op. cit., p. 2.

At no time in history has man been able to function at the level of his ideals. There would be two ways to narrow this gap: one would be to lower the ideals and accept a status quo, the other would be to raise the level of practice toward the ideal. The lowering of ideals would eliminate the goals to which society might aspire. The result of a status quo acceptance would be a stagnate sterile society.

On the other hand, to use Plato's⁵ allegory of the cave, "Everything we see or sense is only a shadow of the real thing." Every school program, patterned after the community school concept, is a representative of the ideal. The ideal cannot of itself be changed, but the representative of the ideal can be improved or altered. Out of the theoretical conception or design ideas continue to be created that have application in the practical sense. In the discussion to follow the gap between the suggested ideal and the actual application should be viewed as the area in which creative and dynamic educational leadership finds its opportunity.

Another clarification should be made: that the suggested ideals are oriented to the fringe community not only as described in the findings of this study, but also as they may be applied to fringe communities anywhere. Though the resources and physical features are different, fringe communities are similar in many ways including the type of social system, the acceptability of change, the diffusion of leadership, kinds

⁵Francis MacDonald Cornford, The Republic of Plato, New York: Oxford University Press, 1955, pp. 227-31.

of social institutions, and the emerging fringe type culture.⁶

The suggested ideals came from the definition reported and described by Loving and those given by other authors. These ideals were synthesized and reported here by the author in relation to conditions considered peculiar to developing fringe communities. Only those ideals of the community school concept that have a special application in a developing fringe community were included. Others, having application in every community school, apply in fringe schools of course, but were not discussed.

In accord with the findings of the Michigan Study,⁷ no one program can be complete or be expected to serve as an ideal, but a part of the program may serve as an incentive or objective for any fringe school. As a re-emphasis, this study, being concerned mainly with leadership, does not suggest that the examples taken from Warren School's program were the only accomplishments of the school in that area, but rather they are used to show that the community school concept has application and can be effectively implemented in fringe schools.

The Michigan Community School Concept's Criterion was stated as follows: The community school serves and enriches society. Criterion I was crystallized and made concrete by six constructs stated in action

⁶O. B. Wilson, "Functions of Leadership for Rural and Rurban Schools," Speech delivered at the A.A.S.A. Convention, Atlantic City, February, 1957, p. 4.

⁷Maurice F. Seay and Ferris W. Crawford, The Community School and Community Self Improvement, Lansing Department of Public Instruction, 1954.

terms in Loving's⁸ dissertation. These constructs describe a community school's role in community improvement programs. The effective teaching of democratic principles also becomes more important in the community school's citizenship education role.

The first construct of the Michigan Community School Concept was established as: The community school serves and enriches society by surveying community needs and resources. In fringe communities due to their constantly changing material and human resources, this service by a community school can fill a vital need. Such information is used to identify community needs, facilitate planning on a community level, and provide, when disseminated to the teaching staff, important resource information to make the school's curriculum vital. Such a project could well be a part of the social studies curriculum of the school on an annual basis since the fringe community's changing resources make invalid the information collected the previous year.

In the ideal situation this kind of project would involve teachers and students, but would also include lay citizens, particularly those concerned with planning and community development. Such adult participation would legitimize the procedures in the minds of skeptical citizens.

An additional and important aspect of fact finding surveys to citizens is that the surveys highlight economic needs of the whole community. Once highlighted, significant economic problems can become

⁸Loving, op. cit., p. 3.

the basis of high school and adult education class discussions as the community seeks solutions.

When community planning begins an action program, which often follows a fact finding survey, the project usually has the cooperative support of most citizens. The life of the entire community tends to be better because neighbors understand one another and there is a new vista to be reached and surpassed.

In the Warren School District, according to the principal, one such survey was conducted "some years ago" on the subject of opportunities for youth. When the teacher left, nothing further came of the project. A year ago, as part of the Warren School Community Project, community information used in this study was collected.

The second construct of the concept was stated: The community school serves and enriches society by giving initial leadership to constructive community improvement projects. In fringe schools educational leadership can more easily be a part of the leadership structure and many times may be a part of the decision making group. In such instances the educators stimulative leadership can serve a dynamic purpose in helping others to help themselves as the educational leader provides information, ideas, and enthusiasm for the enterprise under discussion. This is more readily possible since leaders in fringe communities more willingly accept the help of resource people. Educational leaders, due to their training and experience, generally have access to many more resources than the citizens.

The success of these kinds of community efforts helps give citizens confidence in the school and in turn opens avenues for leadership training and personal stimulation on a human relations level. Not all the progress in such projects can be measured in material gains. As someone pointed out, "nothing succeeds like success," and in this respect an educational leader's contribution may be the most important he can give. The effective use of interested, capable, and democratically trained student leaders may serve as a stimulus to citizen groups and to the school's program.

Warren's contribution under this construct has been rather significant due in part to the individual educational leaders and also to community acceptance of an active decision making role on the part of the school board to promote worthy community improvement projects. An example is the present community school indoor swimming pool being constructed at the high school. The superintendent of schools pointed out that five years ago when he suggested a swimming pool for joint use nothing happened; yet, today it has become a reality due to his stimulative leadership in the citizen group that carried the project to completion. Many other similar projects have become a part of this school community due to school-community cooperation.

It is under this construct that the author wishes to suggest implementation of the group centered leadership training suggested by top leaders as discussed in Chapter V. It is under conditions such as these that volunteer lay citizens can be given democratic group-centered leadership experience most effectively. According to Gordon,

Most groups in our culture are operating far below their maximum potential. An effective group would be one which provided the opportunity for its members to develop new skills, that is to increase their own potential. A group experience could be made a growth experience for individuals, so that the potential of the total group would always be increasing. There is a tendency to overlook the more long range criterion of how much the group is enhancing its members or developing future leadership, how much each individual is encouraged to develop and increase his own potential.⁹

This development of the community's human resource potential is an important aspect of the educational leader's stimulative role. The community school following this group-centered lay participation policy is providing a good foundation for the community's democratic ideals and provides an effective leadership training device which does not require camouflaging which was suggested by leaders in Warren.

The third construct as stated was: The community school serves and enriches society by helping to develop a sense of community, both in children and adults. There is no more important meaning of community than in relation to the people who make up its population aggregate. To many people who live in developing fringe communities their personal and social attachments are actually located in the urban area from which they came. In such a setting the community school has an important role to play in helping to develop a sense of community among newcomers. Many groups within the school can work to help accomplish this socializing orientation role. Definite projects by the P.T.A. can help welcome new people: rotating room mother techniques at the grade levels, P.T.A. companion programs, and assigning newcomers as members of every committee.

⁹Thomas Gordon, Group-centered Leadership, New York: Houghton Mifflin Co., 1955, p. 67.

But the St
by students
and proper
writing style
A. B. C.
General Review
Information
Sue as a C
Real group
then started
through com
In War

imitation
for children
In a short

In Wa
and extend
real sense
democracy

Within the school there should be a student policy formulated of making new students feel at home, of making them a functional part of the school program, and of using their previous experiences as a means of enriching the instructional program.

A further suggested ideal would be for the community school through a school newspaper or community public relations program to publicize information about community functions of all types. The school can serve as a coordinating and facilitating agency for youth and adult social groups. Out of such a beginning many community councils have been started and now serve to develop an ever larger sense of community through community festivals, athletic contests, and other programs.

In Warren the school serves as the first community link for newcomers. A common pattern may have developed; at least this kind of experience was related more than once in the researcher's experiences there. The new family's first contact came through the children in school and was followed by a contact from the room mother and/or a special invitation to P.T.A. The next community experience came out of a desire for children to be with playmates in church or community functions. In a short time newcomers who had become involved referred to Warren as their home. For some people the sense of community became real in a few months; for others this experience took two years or more.

In Warren developing a sense of community was consciously encouraged and extended by its schools, churches, and community council. In a very real sense this kind of community action is a vital part of making democracy meaningful.

The Power

Business

Business and

Business and

Business and

Business and

Business and

Business and

Business and

Business and

Business and

Business and

Business and

Business and

Business and

Business and

Business and

Business and

Business and

Business and

Business and

Business and

Business and

Business and

Business and

Business and

Business and

Business and

Business and

The fourth construct was stated: The community school expands and diffuses leadership throughout the community. The role of educational leadership overlaps here with the previous constructs discussed. The community school when supported by an advisory council is in an excellent position to assist in expanding leadership. The suggested ideal here is that, as an advisory council sets up study groups and committees, training sessions in leadership and effective group work can be made a part of the planned procedure. A further ideal would be that students as well as adults be involved in these procedures.

A steering committee, while operating on an administrative basis in its planning and redirecting procedures, can evaluate leadership processes as well as the results of accomplished work. If such a program is developed on a definite and planned basis while solving meaningful and important problems, leaders will learn leadership lessons that are permanent.

Such a leadership training program at Warren had not been consciously planned, but there was considerable evidence that leaders were being helped indirectly.

The fifth construct was stated: The community school serves and enriches society by practicing and promoting democratic procedures.

Of all the constructs of the definition this one is most difficult to describe or suggest as an ideal. At no time in American history were the democratic ideals more real than during the pioneer era. The fringe community, often exemplifying a similar atmosphere, can offer the same opportunities. Among these would be group-centered leadership based on

a faith in people, a democratic atmosphere in the school for staff and students alike, and a real attempt to involve students, parents and teachers in planning the school's curriculum, new facilities, and an adult education program. An important aspect of such a community program would include the involvement of people in cooperative work on real community issues. Only as democratic experiences become real on the individual's level do they have a lasting effect.

The Warren school-community has not been as active under this construct as it might have been. The only emphasis in the school of a democratic nature has been in the area of teacher planning of new school buildings. A lay advisory council was attempted on one occasion but failed. Democratic procedures have been applied only in an indirect fashion.

The sixth construct was stated: The community school serves and enriches society by coordinating all constructive efforts to improve community living. The suggested ideal in a fringe community would be a community planning and developing agency beyond the often suggested community council. The ideal suggested would be a high level governmental, school, and community group whose purpose is community planning and development. It would be composed of lay citizens who, though in formal positions of top leadership in civic, business, and social groups, would work together using democratic procedures and methods in solving the immediate problems and in developing long time plans. This planning and coordinating group would be close enough to the sources of community authority to accomplish constructive community improvement. Included

the mass
of present
in the past
important
in the
the Journal
of the school
the family
reported to
Khalil
the change
community re

of schools
In a
important

supported
community
education
possible

among these problems are such important items as new industry, expansion of present businesses, and other economic developments. A proper emphasis on such problems in light of a potentially challenging area means an improved community living for everyone.

In Warren such a group was organized in June, 1956, as the Coordinating Council for Community Development. The initial meeting was called by the school board and much of the council's leadership to date has been furnished by educational leaders. Its accomplishments can be expected to influence a wider territory than the school district. Normal protocol considered, this was an extreme departure from custom. The change in social policy and leadership structure of the Warren fringe community may have been the factor which allowed the group to work effectively. A community council was organized under the leadership of the superintendent of schools seventeen years ago. As a coordinating agency for social functions and less immediate social problems this group has functioned effectively. At present the assistant superintendent of schools is chairman of the council.

In a fringe community the suggested coordination ideal would be an important unifying and cohesive force. Yet without question, effective democratic leadership and vision are essential.

The second criterion of the definition of the community school is supported by four constructs describing in action terms Michigan's Community School Concept. From all evidence it appears that the implementation of the community school concept within a school is much more difficult than the implementation of the concept in the community.

SECRET

2000

2019年12月
 2019年12月

2000

25400

22 22 22

1943

10

• **2010**

SECRET

200

2, 2e 22

if the country

[Handwritten signature]

42.5

24

1000

www.bnl.gov

22

10

7.5.

According to Loving's findings,

Community school programs in Michigan have been primarily community-centered programs rather than school-centered. The initial leadership came from the schools, but only in rare instances did it remain with the schools.¹⁰

Since the ideal of the community school concept is to improve instruction for boys and girls, the second criterion is discussed with this thought in mind.

The second criterion was stated as follows: The community reflects and involves community resources in the school's instructional program.

Stimulated by an advisory council-determined, community-centered curriculum, the school would provide teachers with lists of resources available in the community. Included would be lists of people who could make a contribution in certain portions of the school's curriculum. Such lists would need to be revised regularly and kept in the school's instructional materials center of the library. Current factual information about the community would be supplied to each teacher by the social studies classes¹¹ as a part of their community and citizenship training. The instructional materials center could duplicate and disseminate materials about the larger communities of the county, state, nation, and the world. Such a program of creativity and self help would be possible at a low cost if the teachers and students worked together.

Within the Warren schools, field trips are encouraged on a limited basis even though school buses are available. Libraries in all the

¹⁰Loving, op. cit., p. 140.

¹¹The process is described under construct one of Criteria I, p. 154.

schools provide materials in books or magazines but no materials center for facilitating a community approach has been established.

The second construct of the second criterion was stated: The community school builds the curriculum around human problems. Using the life adjustment approach the suggested ideal would emphasize human problems of health, social integration, home and family living, social graces, citizenship, and vocational choices on a community basis and at the age and grade level where they would be most appropriate. The wider community is as important in such studies as the one close at hand. Fringe communities may have special opportunities for studying human affairs in these respects since new resources often emerge out of the solving of difficult problems. Human needs especially in the areas of health and social integration are very real in fringe communities and can serve as an interest base at all grade levels. There is no question that the key to such an approach would be a creative teacher in whose vision such problems are an important part of the subject matter.

The author is not acquainted with a planned program of such a nature in the Warren Schools. Undoubtedly creative classroom teachers are doing very effective teaching in these areas. The school on an organized basis is carrying out an experimental program in mental health and has been very active in the Macomb County Health Association. The superintendent of schools was one of the leaders responsible for the organization of the county program. He still serves in an advisory capacity on certain projects.

The third construct of the second criterion was stated: The community school involves all persons concerned in planning and appraising the school program. The ideal in planning and appraising the school program is based upon the democratic approach. The planning here refers to a community reflected curriculum developed cooperatively with students, teachers, parents, and school administrators. Resistance to such planning is usually evident on the part of the teachers and staff but must be overcome if the most effective curriculum and program is to be provided for boys and girls. Fringe communities can move readily, accept, and promote such cooperative planning and appraising since they are not as bound by tradition.

The school program in Warren has tended to remain traditional to a large extent in spite of many added programs such as mental health, a visiting teacher, class-to-sickroom instruction by telephone, and special programs for handicapped children.

The fourth construct of the second criterion was stated: The community school is genuinely life-centered as a social institution. The ideal suggested here involves a program extending beyond the school day and into the life of the community. The ideal of community centered adult education will have a much more important place as fringe communities are affected by automation, shorter work weeks, and a maturing social system.

The community philosophy of adult education expresses this ideal most aptly as follows:

The point of focus of all adult education must be the community. While the ultimate objective may be the maturing of human personality, the human personality exists somewhere, not everywhere, and that point of existence for adult education is in the community. The community is a collection of people and the institutions and environment which they have created and use in common. The relation of all the adults of the community to each other, to their institutions and environment, creates and gives rise to the problems in other ways than educational: e.g., resignation, force or manipulation and exploitation of each other. The educational process is more difficult and must be learned and has relatively little effect when only a few individuals of the community understand it. Adult education must, therefore, be concerned with the growth of understanding of all the people of the entire community, not only in relation to the personal and private welfare of isolated individuals, but in relation to the use of the educational process of solving problems by the community as a whole. Until this lesson is learned by adults in their immediate communities, they are as illequipped to deal with the problems of a large and more remote environment as a merchant several times bankrupt in operating a neighborhood grocery store is to manage a chain store system.¹²

Such a philosophy when put into practice can make a community school genuinely life-centered.

Warren schools have in the past conducted only a limited program of adult education. Only during the war period did the school tend to become really life-centered. Out of this very vital experience Warren Schools developed their community-wide social and recreational program, but adult education has been only a minor part of the schools' program.

If the preceding ideals of the community school emerge, a vital force will have been created in man's continuing efforts to reach his goal of the "good life." The fact that the ideals have not been achieved need not cause man to deviate from seeking the good of improved living for all.

¹²"A Philosophy of Adult Education," Adult Education Association's Committee on Social Philosophy, Adult Education, 2:132-34, April, 1952.

THE ROLE OF THE WARREN SCHOOL IN THE FRINGE

The school reported here as a community social institution played an important leadership role in community development. Such information differs quite sharply from the usual conception of the role of the school. The changing role of the school gave rise to a second hypothesis: That the school as a social institution has a different, more important role to play in a fringe community. It now becomes the primary purpose of this chapter to determine whether or not the school in the Warren fringe community has a different community development role to play than a school in a mature more stable rural or urban community.

In the study to this point the analysis has shown that in a fringe area the leadership structure is different due not only to the fragmentation of community but also to the impact of the newcomers, the industrial development, and a lack of effective communication within the social system. Leadership too is a changing phenomenon; so that in and of itself leadership cannot accomplish its community development role. Leadership, as has been shown, is effective only as it has the support and active help from the lay people at the base of the social pyramid.

In a similar fashion schools as social institutions are effective only in so far as they have the support of the community they serve. Studies by Lynd,¹³ Hollingshead,¹⁴ and others have shown that the school

¹³Robert Lynd and Helen M. Lynd, Middletown, New York: Harcourt, Brace and Company, 1929.

¹⁴A. B. Hollingshead, Elmtown's Youth, New York: John Wiley and Sons, Inc., 1949.

in a stable mature community plays a minor role providing the basic cultural transfer traditional in human society.

The basic assumptions accepted in this study have served as constants against which the various sub-hypotheses, as variables, have been contrasted.

The fourth assumption basic in this chapter was stated: The school as a formal institution plays a minor role in the leadership structure.

As a point of clarification, assumption four becomes the constant for both the second major hypothesis and the fourth sub-hypothesis which is stated and supported starting on page 169. The fourth sub-hypothesis gives supporting evidence for the second hypothesis and was used in Chapter VI for that reason.

The school as a social institution plays a minor leadership role in stable mature communities because culture and tradition have so defined the school's role. According to Pierce,

As one examines the many ramifications of community traditions one finds them permeating group-to-group relationships, demanding that certain services be rendered and certain functions be performed.¹⁵

The findings of Hunter¹⁶ in Regional City point out that in a city, institutions such as family, church, and schools are subordinate to the interests of policy makers. Educational leaders were found in the lower limits of power in a uniform position with church and cultural leaders. Such leaders were called upon only in relation to specific projects.¹⁷

¹⁵Pierce, op. cit., p. 127.

¹⁶Floyd Hunter, Community Power Structure, Chapel Hill: University of North Carolina Press, 1953, p. 82.

¹⁷Ibid., p. 92.

Among the institutions of Regional City, education and religion were ranked near the bottom.¹⁸

Miller's¹⁹ findings confirm those of Hunter in the smaller community, 2,500-7,500, when he reported that educational leaders were in the lower echelons of leadership. They served in the facilitating or functional roles. The school as an institution seldom found a place in community health action.

In Bouma's study,²⁰ the institutional role of the school in a medium sized city in Michigan was minor, due, first of all, to a minor traditional cultural role, and secondly, to the higher prestige rating of the parochial school over the public schools.

In Gettel's²¹ recent findings in a small midwestern city, the school's role as a social institution was not assessed, except to state that educational leaders were not a part of the decision making power group. One man, the superintendent of schools, was sometimes called in to help on specific projects indicating a facilitator role. This person, though, was rated as a leader by the lay citizen sample.

¹⁸Ibid., p. 98.

¹⁹Paul A. Miller, "A Comparative Analysis of the Decision Making Process in Community Organization Toward Major Health Goals," Unpublished Ph. D. dissertation, Michigan State College: East Lansing, Michigan, 1953.

²⁰Donald Herbert Bouma, "An Analysis of the Social Power Position of the Real Estate Board in Grand Rapids, Michigan," Unpublished Ph. D. thesis, Michigan State College: East Lansing, Michigan, 1952.

²¹Gerhard Gettel, "A Study of Power in a North Central State Community," Unpublished Ph. D. thesis, Michigan State University, East Lansing, Michigan, 1955.

In contrast to the findings of these studies, the school in a developing fringe community, surrounded by a changing social climate, the fourth sub-hypothesis was stated: The greatest articulation of leadership revolves around the school. Articulation in this study refers to "a junction or joining of the various leadership segments of a social system." Such articulation can encourage more democratic leadership. The author here refers to the initiator role of educational leadership in which individual leaders are involved. This results in the freedom and stimulus for dynamic creative functions in solving their community's problems.

The early findings from the random sample survey showed that lay people saw their schools as very good and valued both the high school and elementary schools of the community at a high level. The respondents did not see schools as a problem area but instead occasionally commented favorably.

Leaders were handed a card on which were listed the eight major community organizations. They were then asked to rank the organizations as to their actual ability to influence decisions concerning community improvement. The results of the leader's rating, Table XVI, showed that Warren Schools received eleven first choice votes and six second choice votes. Thus the schools occupied the top institutional leadership role by a considerable margin. The church ranked second in a leadership role with four first choices and six second choices. This was probably because the community was highly churched (91 percent); the community had an active church program and all of the leaders were themselves church members.

TABLE XVI
RANK ORDER OF WARREN'S SOCIAL INSTITUTIONS

Question: How would you rank the following groups as to their actual ability to influence decisions on community improvement?

Organizations	<u>Ratings of potential influence</u>							
	1	2	3	4	5	6	7	8
Rotary Club	0	1	0	4	3	6	5	1
Community Council	0	2	6	4	5	1	2	0
Warren Schools	11	6	0	0	1	1	0	0
Warren Churches	4	6	4	0	3	0	1	0
Warren Township Planning Commission	2	0	6	5	2	2	7	0
Organized Labor	1	0	2	2	2	4	7	0
Industry	1	2	1	4	3	5	4	0
C.C.C.D.	0	0	0	1	1	1	0	8

Note: Ratings often included a tie vote and such votes were recorded at the rank checked by the respondents.

The school's leadership role was checked later using this question: "In a stable community the school as a formal institution tends to play a minor role in community development; would you say that this is true in Warren?" The unanimous negative response again indicated a validation of the findings in the ranking question just reported. Table XVII summarizes the analysis of the leaders' interpretation of the schools' role in community development.

At this point the skeptic or the traditionally oriented may readily question these findings since the research is based upon only a single study. The researcher defends this by taking the position that, though fringe communities may differ in many ways, the leadership structure, of

TABLE XVII
SCHOOL'S ROLE IN COMMUNITY DEVELOPMENT

Role	Number
1. The school is the key	15
2. The school is a socializing force	15
3. The school focuses on the local area	13
4. The school by central interest lifts community	13
5. The school is an articulate center	12
6. The school provides citizenship training	6
7. The school needs more on 3 R's	1

necessity a feature in any social system, tends to be similar in fringe communities because of the similarity of forces having a bearing upon it. Fringe communities by their very nature are neither stable nor mature. Newcomers who are unaware of local tradition and culture have as their leader images those in formalized positions of authority. Because of the different value systems, residents do not have a common base upon which to evaluate their leaders nor the community's progress. According to Carl C. Zimmerman, "New communities are almost universal in the lack of any formal or informal restraints as found in the older stable communities."²² In such situations social change based upon expediency becomes a common element of the community's social policy. Similarly, the community's social institutions, if they have alert and responsible leadership are moved into important leadership positions. It is under

²²Carl C. Zimmerman, "The Evolution of American Community," American Journal of Sociology, 46:809-17.

conditions as those just described that capable leaders in the social institutions of a community may be found in positions of top leadership, either by force of community social pressures or compulsion of personal convictions about obvious needs. The table on page 95 shows four educational leaders in community decision making roles with two of the school board members, leader twenty-five and leader thirty-eight, also members of the top leadership pyramid. The religious institutions are represented by two pastors, leader seven and leader twenty-two, and the local parish priest, leader twelve.

In view of the actual variations in the social milieu possible in developing fringe communities, the researcher wishes only to point out that responsible social institutions have potentially a different more positive role to play in their communities. Whether or not such role choices are made will depend on current leadership's courage, vision and conviction, or upon the social environment of the fringe community itself.

Supporting evidence comes out of a recent sociological study by John R. Seeley and his co-workers. The study was made in a fringe suburb of Toronto, Canada. According to their comment,

The community of Crestwood Heights is literally built around schools. In the absence of any large commercial center, the schools assert the community as a physically organized entity, as a psychological reality, and as a social fact.²³

As a final check concerning the functional role of the school in the Warren fringe community, a third question concerning the school's

²³John R. Seeley, R. Alexander Sim, and Elizabeth W. Loosley, Crestwood Heights, New York: Basic Books, Inc., 1956, pp. 224, 234.

role in community development was asked during the second depth interview. The summary shown in Table XVIII indicated that in the years since the school district reorganization of 1940, the school as a social institution has played an increasingly more important role.

TABLE XVIII
THE SCHOOL'S ROLES AS LEADERS SEE THE SCHOOL

Question: As you think of the Warren School in this rapidly developing fringe area how do you feel regarding the role the school has played in community development?

Roles	Number
<u>Positive responses</u>	
1. School is doing well	16
2. School is filling needs well	12
3. Fills role of socialization	12
4. Focuses attention on community needs	12
5. Takes leadership in community affairs	12
6. Best institution for community development	10
7. School focuses on moral needs and citizenship	8
8. School sees the light	7
9. Has kept up with times	6
10. Has cooperated with parochial school	2
11. Especially good in elementary education	2
<u>Negative responses</u>	
1. Lacks adult education	3
2. Needs a stronger secondary program	3
3. School tries to do too much	2
4. Community development isn't the school's job	2
5. Needs a nursery school	1

The evidence presented here is corroborated by that in Seeley's Crestwood Heights study. According to their statement,

It is not by accident that Crestwood Heights has literally grown up around the school. . . . Crestwood Heights and the school are one and the same. The School is the center of the community and everything revolves around or within it.²⁴

The findings of both studies reinforce the author's personal observations and experiences of the past ten years when he lived and taught in the fringe communities outside of Duluth, Minnesota. There seems to be little doubt that sub-hypothesis number four has been proved valid.

Warren's leaders agreed that community planning was an important community concern. When asked to name the stimulant of their interest for community planning, eleven leaders indicated that the school had been the stimulating agent, as compared to five who became interested due to the need for adequate utilities and services. One person, though, felt that planning was ineffective in a fringe area since plans were usually out of date in one to three months. This forthright observation may well be the reason many fringe developments so often have no planning, and according to the adage, "Just grow like Topsy."

While social change in general has been responsible for the present elevated institutional role of the Warren School, educational leadership, through initiating action, has given positive emphasis toward community unity and cohesiveness. There are several factors within the physical make-up and social milieu of a fringe community which permit dynamic creative educational leadership. First, the public school is the one

²⁴Ibid., p. 24.

community institution in contact with all locality groupings and social levels of the community. This factor alone places the school in the position of "common denominator" and opens many avenues of communication not open to others.

Secondly, the school because of its athletic and recreational facilities has become the recreational and socializing center of the community. The Warren School District, due to its spatial location, is territorially a part of five governmental units. The one way in which people were able to provide youth and adults recreational and socializing facilities was through supporting public school programs. Present facilities are rapidly becoming overcrowded but policy and precedent have been set whereby citizens can find an answer to a vital area of community improvement. In various stages of construction at present are an indoor school-community swimming pool, facilities for an artificial ice skating and hockey rink, expanded playgrounds and ball fields, and community athletic shower and equipment storage facilities separate from those used by the school but still within the school itself. The new elementary schools include social facilities that can be used by children, youth, or adults.

The final factor placing the schools in an advantageous position comes not so much out of the fringe itself but rather out of American society's doctrine of progress and its implicit faith in education's potential as a means of social upward mobility. Society's rapid technical development has championed success, and has validated change as the accepted pattern of culture. This is true particularly in a fringe

community. Because of the parents' urge to give children a better chance than they had, they have not conditioned their children to the rigorous standards of social conduct. This responsibility they have delegated, intentionally or otherwise, to the school. Because the school, in turn, has reacted favorably to society's implicit faith in education, this added socializing function has become a part of the school's program. As described in the Crestwood Heights study,

The family has delegated most of its function as a socializing agency to the school. The school having recognized the need accepted the challenge and, being now a more and more important respository for communal values, must take it as its duty to transmit these values.²⁵

The school's institutional role then is more vital in a developing fringe community because in an area that lacks unity it stands as a potential unifying, cohesive force. Already possessing society's mandate for action, the school needs only the stimulation of community support to move ahead in this different and more important leadership role.

A principal function of educational leadership in fringe communities is to help people design their own distinctive school. When top leaders of the Warren School District were asked the question, "What role would you say the school should play in community development?" their responses indicated a wide variety of roles. The roles assigned confirmed previous personal observations and lay citizen interpretations of their schools. The roles expected of the Warren Schools by top leaders appear in Table XIX.

²⁵Seeley, op. cit., p. 241.

TABLE XIX
ROLES ASSIGNED WARREN SCHOOLS BY TOP LEADERS

Roles	Number
<u>Positive</u>	
1. Central force for community development	8
2. Socializing agency plus social center	8
3. Citizenship training	9
4. Leadership	8
5. Community planning	7
6. Recreational center	6
7. Moralizing and integrating force	6
8. Adult education	5
9. Cultural development	3
<u>Negative</u>	
1. No role in community planning	1

Of the roles assigned, only two could be typical of those in the traditional school of the stable community. These traditional roles would be citizenship training and cultural development. The other added roles assigned to the Warren Schools are for the most part already a part of the school's program, and an accepted part of the school community's social policy. In light of the evidence just presented and the more detailed discussion validating sub-hypothesis four, the author considers the second hypothesis proved as true: that The school as a social institution has a different, more important role to play in a fringe community.

WARREN LEADERS INTERPRET THEIR SCHOOL'S ROLE

As this study was planned and carried on through its various stages a central thought has carried through. The thought, in view of a fringe community's changing, flexible, but developing social pattern, was that the community could become either a "good" community or a "bad" community. What happens would be based upon what residents of the community believed to be "good" physically, morally, and socially. In a developing social system what leaders believe becomes even more important since they have much to do with shaping the social policy. Pierce also points this out, "Leading citizens in communities have much to do with the way people live. The power of some 'to have their way' is often extensive."²⁶

In the discussion to follow, though top leaders evaluate their schools, the important consideration to this study is that they have accepted the positive dynamic type of leadership given by the educational leaders.

The school in its community developmental role has projected a portion of the community school philosophy but has not reached the ideal in any one segment. What leaders feel or perceive to be the schools position can serve only as a guide to what might be accomplished in other developing fringe communities.

The interpretation of any theoretical design when put into practice seldom reaches the intended level of perfection. Because this is true the discussion to follow, in which the Warren Schools are evaluated by

²⁶pierce, op. cit., p. 54.

the community's top leaders according to their interpretation of the community school, is not intended to measure how Michigan's community school program is applied in the Warren Public School. Rather the discussion is intended to show that in the minds of Warren's top leaders the community school concept has application and can be effectively implemented.

As part of the interviewing technique, intended as a device to help establish rapport and create an informal situation, the researcher handed the leader being interviewed a six by eight inch card on which were pictured at opposite ends of a continuum a traditional school and a community school. The traditional school was pictured on an island separated from the community as portrayed by Olson.²⁷ The community school shown at the opposite end of the continuum was pictured as working with the community in many ways. Respondents could discuss the topic in detail and in several cases did so relating particularly their own experiences in the traditional type school. An interesting observation made during the rapport establishing stage of the interview was that leaders often related the community school concept to the Warren Schools. This seemed unusual since, to the author's knowledge, the Warren Schools were not known as Community Schools but as the Warren Consolidated Schools or the Warren Rural Agricultural Schools.

During the interview which followed, references were sometimes made to the card, but at no time other than during the opening discussion did

²⁷Edward Olson and others, School and Community, Second Edition, New York: Prentice Hall, Inc., 1954, p. 11.

the researcher intentionally refer to the community school concept. An emphasis was indicated on each occasion that the conceptual ideal was not important in itself but that the researcher was interested in what they really felt about their schools.

When top leaders were asked, "How do you feel regarding the role the school has played in community development?" leaders' responses indicated a positive emphasis on the school's role in the community supporting Criterion I. (Table XVII, page 171)

The majority of responses indicated that top leaders felt that the schools had a responsibility in the community areas other than in just the transfer of culture and the teaching of skills.

The negative responses include those of two individuals who saw the school in the traditional role. One response pointed out in regard to the Warren School's active role that where he lived before "the school stayed where it belonged."

In response to the question, "Would you say that the Warren School has taken too much or too little initiative in encouraging community development?" the majority of leaders felt that the school had not been active enough or was doing just right as it was. Two leaders felt that the school was too active paralleling their response to the previous question. The responses to the open ended question are summarized in Table XX.

Leaders in this case saw evidence that Warren Schools could improve within the schools by adopting parts of the community school concept.

TABLE XX

HOW LEADERS FEEL ABOUT THE SCHOOL'S INITIATIVE IN
ENCOURAGING COMMUNITY DEVELOPMENT

Comment	Number
<u>Positive</u>	
1. The school has promoted a real program	13
2. School leaders have been community leaders	8
3. The school has shown vision	7
4. The school's ideas have been good	5
5. The school's airport leadership was good	5
6. The school moved as fast as people would allow	4
<u>Negative</u>	
1. The community school concept hasn't affected the school curriculum	9
2. The school could still do more	7
3. The school has pushed ahead too far	2

The next set of questions relating to teachers and their roles in the community attempted to determine the leader's perception of the teacher's role. The results in this instance were of value only in that they revealed that leaders could see the potential help teachers could give but at the same time teachers were excused for the following reasons: (1) teachers do not live in the school area, (2) teachers need help in working with adults, (3) people don't ask teachers, and (4) administrators meet the people and do not give teachers a chance. It seemed to the author that in response to these questions the leaders felt generally that teachers were not prepared to meet parents and that

if a community school concept were put into effect teachers would need special training in community work and in working with adults. As one leader commented, "Teachers are specialists in teaching children but are uneasy when they are asked to work with adults."

As questions were focused upon certain elements of the community school concept, the purpose was to find out just how far top leaders would go in supporting a community school program. Table XXI summarized leaders responses concerning student involvement in community improvement projects. It was anticipated that leaders would approve this part of the community school concept.

TABLE XXI
STUDENT INVOLVEMENT IN IMPROVEMENT PROJECTS

Question: Should the school provide opportunities for boys and girls to become involved in community improvement projects?
Yes 16, No 0, Yes and No 2.

Reactions to Improvement Projects	Number
1. It would be realistic	10
2. This would be good	10
3. Helps develop a good attitude	9
4. Very good way to teach	5
5. At one time more active in this area than now	4
6. Opportunities for people in community too	3
7. Real citizenship training	3

In answer to question twenty-five, taken almost directly from construct one of community school definition, leaders were almost unanimous in their approval. A summary of their reactions found in Table XXII shows several interesting factors: (1) leaders feel that this kind of training would be good for students and teachers, (2) teachers would need training if this kind of teaching and working with adults outside the school would be successful, (3) that a problem could arise if effective communications were not employed, and (4) some leaders recognized too that some citizens would object because this would be a new role for the school.

TABLE XXII
SOCIAL STUDIES FACT FINDING SURVEYS

Question: Would you object to having social studies classes make fact finding surveys concerning the social and economic needs of the community? Yes 0, No 16, Yes and No 1.

Reactions Toward Survey	Number
1. A community school approach would work	16
2. Would make school community more real	12
3. Would need in-service training since people and staff aren't working together now	13
4. Has double value--helps students and teachers	10
5. I would favor this very much	11
6. Most schools don't do it	11
7. Will help keep students in school	10
8. People feel children should get education in school	3
9. Good communication with parents will be essential	8
10. Business people would object and feel it a frill	1

Question twenty-six drew a mixed response as expected since, in this case, top leaders might be asked questions later on that would not be easy to answer. The question was intentionally worded so that it would be easy for a leader to say no. Table XXIII shows the summary of responses.

TABLE XXIII
USE OF SCHOOL FUNDS FOR COMMUNITY PLANNING

Question: Do you feel that the expenditure of school funds to help provide for community planning would be a wise use of public funds? Yes <u>10</u> , No <u>3</u> , Yes and No <u>7</u> .	
--	--

Reactions to Use of Public Funds	Number
----------------------------------	--------

<u>Positive</u>	
1. Justifiable on basis of research and planning plus an experimental approach	11
2. Surveys do effect whole community	11
3. Would help the community school approach to citizenship	10
4. A joint study is justifiable	7
5. O.K. if it will save money later on	7
<u>Negative</u>	
1. O.K. only if it is for education	5
2. Use only if people approve	3
3. School and other government units are separate	1
4. Schools should collect own taxes	1

The reaction of leaders closely connected with public responsibilities was somewhat surprising to the author because the anticipation had been that they would respond negatively. The negative responses came from leaders who had the traditional orientation concerning schools. Though leaders were undecided on the use of funds for community planning if proper usage of funds were assured, there would be little objection.

In view of the high acceptance rating of the school by the lay citizens as indicated in the random sample study and by the leaders in this study it was not surprising that few new services were requested. All three new programs suggested are under consideration of the board of education. Table XXIV summarizes the responses to question twenty-seven. It should be noticed that adult education and vocational education were at the top of the list for expansion. Neither program had been expanded recently according to the teachers in these areas indicating close observance of the schools needs by the top leaders.

SUMMARY

The interpretation of the Warren School's community development role was favorable and suggested to the author an acceptance of the community school concept. First of all, the top leaders do not object to the expanded community role of the Warren Schools. They would in like manner approve a more community-centered curriculum and the kinds of activities suggested in the conception of a community school in a fringe area.

TABLE XXIV
NEW OR EXPANDED SERVICES

Question: What kinds of services not now provided by the schools would you suggest?

New services	Number
1. Help exceptional children	5
2. Community college	4
3. Nursery program	4
4. Don't know of any	7
5. Schools do too much now	2
Programs that need expanding	Number
1. Vocational education	10
2. Adult education	9
3. More community-school participation	7
4. Citizen and leadership training	7
5. Mental health	4
6. Recreation	3
7. High school curriculum revised and expanded	2

A second factor important to educational leaders is that the individual leaders felt that the school had a large responsibility in providing for socialization of newcomers. Since newcomers are common to all fringe communities, this is a role the community school could well be expected to serve.

A final factor which should be noted is that leaders did not feel that teachers were well enough prepared to assume the role that might

be expected of them in the community participation program suggested in the community school concept.

As has been shown in this chapter, the Warren School is in a different leadership position than is true of the school in a stable mature community, and the role expectation of the school has changed. The school has assumed a leadership role in community affairs. It is filling a new role in socialization of newcomers. School leaders have become active in the decision-making level of community affairs and thus have a part in helping determine the new social policy of their community. This community leadership role has been accomplished by a school-community leader who in his affairs has exemplified the dynamic, group-centered leadership ideal suggested as most beneficial in such a setting.

In fringe settings educational leaders have a choice concerning the role they will play and the kind of leadership they will provide. In this pioneer social area of the American culture today, B. O. Wilson has this to say of democratic leadership.

We can have the type of leadership which will help the rurban people to become self-conscious communities--communities feeding persons into our cities who are educated as members of a free, self governing society; people with a vitality which comes from the experience of living in the pure air of political freedom; citizens who will carry to the city the wisdom of an informed people-products of a distinctive rural and rurban education; people who will appreciate the role of the citizen in implementing free public schools.²⁸

As Mr. Wilson points out fringe communities through their schools have a unique contribution to make to society.

²⁸B. O. Wilson, President, National Association of County and Rural Area Superintendents, Speech, "Functions of Leadership for Rural and Rurban Schools," A.A.S.A. Convention, Atlantic City, New Jersey, February, 1957, p. 6.

It is within the visionary potential of the fringe community school ideal, as a companion to stimulative educational leadership, to create a school-community relationship conducive to a democratic atmosphere in which improved human relations would lead to a satisfying and enriched life. The practical level of achievement in any endeavor is so often the result of previously accepted goals. In this discussion the ideals may seem to be beyond the potential of the fringe community's resources or abilities; yet, the stakes in human resources for the generations ahead will depend upon the communities that are developed in the immediate future.

CHAPTER VII

A SUMMARY OF FINDINGS AND IMPLICATIONS FOR EDUCATIONAL LEADERS

INTRODUCTION

This study is concerned with leadership in a developing fringe community as compared with leadership in stable and mature rural or urban communities. The research then endeavored to determine the leadership role of the school as a social institution in a changing social system.

The study was based upon the Warren School District, geographically located in the northeast fringe area of Detroit, Michigan. The case study approach was used to give the study depth and provide a clearer bench mark of the leadership structure in a fringe community. The study itself covered a period of eight months beginning May 28, 1956, and ending January 27, 1957. The Warren School District has an area of thirty square miles and an estimated population of 16,500. The school district is a part of the industrial fringe development of Detroit, Michigan, and has a potential population of 100,000 by 1965.

Through the use of valid sociological techniques and procedures a social profile was developed showing the leadership structure and the value orientations. The community-wide leaders who were identified through the use of the snowball technique included a base group of

164 leaders, a second echelon of forty leaders, and a top group of seventeen decision-making leaders.

The additional data came out of forty depth interviews conducted with the seventeen top leaders. Included in these interviews were community attitude scales, rating scales, and sets of focused questions. The data were analyzed at various stages in the study so that unexpected findings could be validated or discarded. Because the sample was small, data were not put on I.B.M. cards.

The interviews with community-wide leaders provided an understanding of the community procedures as well as the leader's attitudes toward the school and their interpretations of the role of the school in community development.

A SUMMARY OF FINDINGS

The working hypothesis for this study was stated: Leadership in the Warren fringe area is significantly different from leadership in a stable mature community. The findings supporting this hypothesis are summarized in the following statements:

1. The Warren leadership structure was different from the leadership structure in a stable mature community in that it was diffused and dispersed, with ineffective communication. The leadership hierarchy had a broad base with a pyramidal structure that was broad and flat when compared to the leadership structure in a stable mature community.

2. There were three neighborhood sub-communities¹ within the school district. They had similar leadership structures with educational leaders in each area holding important leadership positions.
3. Formalized authority was a prime determinant of lay respondents' perception of the community-wide leader's position.
4. Educational leaders held four of the top ten leadership positions with three other positions held by church leaders.
5. Labor, business, and industry did not hold key leadership positions in the Warren fringe community.
6. Leadership roles pivoted about the institutional problems of facilities, services, and finances.
7. Leaders tended to change roles with the situation, indicating a flexibility and an adaptability not usually found in stable mature communities.
8. The attitudes of leaders in Warren about their community were different from those held by community residents.
9. The attitudes of leaders were positive toward change as indicated by the Bosworth Scale² and were in cases individualistic, paralleling a kind of leadership common to America's pioneer era.
10. The community leaders had a positive attitude toward newcomers and resource people.
11. Community progress in the Warren School District was measured in terms of expediency rather than planned goals and objectives.

¹See map, p. 114.

²For Bosworth Scale, see p. 131.

12. Warren's leaders accepted outside help readily, often applying the expert's advice directly to the immediate problem of concern.

This study revealed no specific findings which disproved or negated the hypothesis. Yet certain relevant findings showed that there are similarities when leadership in a fringe community is compared to leadership in a stable mature community. Such relevant findings are summarized in the following statements.

1. The core values of American culture, such as the ethical, moral, and religious elements, remained as balancing, stabilizing influences in both types of communities.
2. A high proportion of the leaders in each type of community were church members.
3. Community-wide leaders in both types of communities were, within their own interpretation, concerned with the "common good" for people in their social system.

A second working hypothesis related to the first hypothesis was stated: In the Warren fringe community the school as a social institution has a different and more important role to play than in a stable mature community. The findings supporting this hypothesis are summarized in the following statements:

1. Schools were valued as important and placed in a favorable position both by lay citizens and top leaders.
2. Leaders ranked the school as the most important social institution in influencing decisions concerning community improvement.

3. Churches were ranked second in their ability to influence decisions concerning community improvement.
4. From 1940 on, the school played an increasingly important role as a social institution, until at the time of the study, the school was the key institution of the community.
5. The school served as a stimulant for community planning, community development, good citizenship, improved socialization, and leadership.
6. Educational leaders, through stimulative action, gave positive leadership toward community unity and cohesiveness.
7. The school had a large responsibility in providing for programs that would make newcomers feel at home.
8. Leaders accepted the larger role of the school in a developing community and felt that the community school concept would be very useful in fulfilling this role.

This study revealed no significant findings which negated or disproved the second hypothesis.

The following statements, describing the social situation in the Warren School District, summarize the findings and serve as points of reference for the implications of this study.

1. The social system, due to social change and a fluidity of population, lacked effective communication, had a diffused leadership pattern, and was not well stratified according to social class. These factors caused a lack of community cohesiveness and unity.

2. Due to the lack of a definitive social policy and a desire for community cohesiveness, social forces had moved the school into different and more important social and leadership roles. The school found itself as the center of community activities.
3. Effective leadership, termed group centered democratic leadership, was the key to community growth and development. There was a need for a greater number of effective leaders. There was a need for leadership training through experience, and the kind of democratic atmosphere and social culture in which improved human relations lead to a satisfying and enriched life.
4. The school in its community development and leadership roles had applied successfully several constructs of the Michigan Community School Concept. Present leaders saw in the community school concept a means of improving their schools.

IMPLICATIONS FOR EDUCATIONAL LEADERS IN FRINGE COMMUNITY SCHOOLS

While it is recognized that the implications are based on the findings in a single school district, the degree and extent of similarities between fringe areas make possible their application within the framework of education and the concept of the community school. The implications are also based upon the educational leader's acceptance and willingness to pursue the community development function of the school as a social institution in a developing fringe community. The outcomes of this study, may point to implications of significance for educational

leaders in schools of developing communities in the fringe areas of America's metropolitan centers. These implications for educational leaders are grouped according to these five sub-headings: (1) the social situation of a developing fringe community, (2) the new social and leadership role of the school as a social institution, (3) the established need for an adequate number of trained leaders, (4) the top leaders' acceptance of the community school concept and their suggestion for implementation, and (5) graduate schools preparing educational administrators for schools in fringe communities.

Educational Leaders. According to the study's interpretation, educational administrators are either "leaders" or "dominators" depending upon their own personal relations with others. In this study the role of the educational leader was found to be that of a group-centered type of democratic leader who through his leadership frees people to be creative and is cooperatively tolerant of others in the solution of common community problems. This implies that the educational leader be, first of all, concerned with the growth and full potential development of students, his staff, and the citizens of the community. His second concern would be with the mechanics of administration as related to his job. The author does not wish to imply that administrative responsibilities are unimportant, but rather to urge that the education leader maintain his democratic leadership role in proper perspective. The implications discussed will be limited to those which have application to educational administration in fringe community schools.

IMPLICATIONS: SOCIAL SITUATION

The social situation as described in the summary points out factors that have resulted in a lack of community cohesiveness and unity. Such a social situation appears to indicate:

1. The educational leader needs a clear understanding of the social structure.
2. He needs to know the processes used in accomplishing community objectives.
3. He needs to know as much as possible about community background, history, and still more about the immediate past.
4. He needs to know what leaders and lay people feel about the school and what they would accept as the role of the school in community development.
5. He needs to know and understand the relative positions of community organizations and institutions.
6. He needs to help develop an appreciation in people for their community, preferably through the establishment of a "we" feeling through the promotion of community-wide activities.
7. He needs to help all groups promote an open mindedness toward newcomers and an appreciation of them in order to help prevent a social cleavage.
8. He needs to recognize the potentials of the school as a unifying force in an area that lacks unity.

9. He needs to identify the positive values of the varied cultures and by a community effort attempt to preserve the best of each.
(Example: Brownell's work in the Montana Study)

IMPLICATIONS: NEW SOCIAL AND LEADERSHIP ROLE

The new social and leadership role of the school seems to suggest (it is recognized that the school is but one of many groups working in the community):

1. The educational leader needs to stimulate the development of long time plans as well as plans to solve immediate problems.
2. He needs to assume responsibility and to participate in helping citizens develop a new social policy.
3. He needs to help provide for developing effective community-wide communication. This may include transportation as well as written or oral communication.
4. He needs to help coordinate plans of government, social, and civic agencies through an over-all planning and coordinating council or commission.
5. He needs to help coordinate all constructive efforts intended to improve social relations and develop a community feeling.
6. He needs to help coordinate social functions and give stimulative leadership to community-wide festivals and functions.
7. He needs to promote interest, hobby, and study groups as part of an adult education program, and cooperate with others in providing community recreation, youth opportunities, and an extension of social agencies from metropolitan areas.

8. He needs considerable flexibility so that he can utilize different and changing human resources.
9. He needs a positive, realistic concept of the role of the school in community development.
10. He needs to use effective two-way communication and trust the wisdom of informed citizens.

IMPLICATIONS: LEADERSHIP TRAINING

The establishment of leadership as the key to effective community development, and the great lack of trained leaders suggests to the educational leader that he needs to recognize:

1. A need for informal, yet intentionally provided leadership training.
2. The need for democratic leadership that frees people to be creative, encourages critical thinking, and develops an appreciation for and an understanding of democracy.
3. A need for a willingness to cooperate and to work with citizen neighbors, whoever they may be, toward an improved culture.
4. A need for a human relations centered philosophy of working with people.
5. A need for participation and involvement of citizens in a leadership training program, as they are solving pertinent community problems.
6. A need for an evaluation of group-centered leadership training, as well as an evaluation of community progress.

7. The need for the support of many groups outside the school.

IMPLICATIONS: COMMUNITY SCHOOL

An acceptance by community leaders of the concept of the community school suggests to educational leaders:

1. The need to develop a community-centered curriculum applicable to the community which the school serves.
2. The need for an expanded adult education program adaptable to needs determined by lay citizens.
3. A need for surveying of community needs and resources annually to keep community materials and information up to date.
4. A need for in-service training of the staff to help develop competence in using available community resources.
5. A need for the application and promotion of democratic processes in the classroom as well as in staff and community relations.
6. A need to help make teachers feel at home and assist them in becoming a part of the community.
7. A need to provide for community resource guides, field trip guides, and lists of resource people.
8. A need to provide for an instructional materials center in each school, preferably in conjunction with the library.
9. A need for an honest, factual, and realistic public relations program intended to interpret the school at a human relations level.

10. A need for involving lay citizen groups in planning, facilitating, and evaluating the varied phases of the community school program as put into practice in a developing fringe community.

IMPLICATIONS: GRADUATE PROGRAMS

Graduate schools preparing potential educational administrators should be aware of the kinds of experiences suggested for educational leaders. The general findings of this study as they relate to a possible advanced program for school administrators may be grouped into four areas of probable curricula: (1) formalized instruction, (2) field observation, (3) experimentation and research, and (4) the internship or externship. The above categories represent a framework through which potential administrators may develop some of the competencies needed to successfully administer a community school in a developing fringe community.

Some of the competencies suggested by the study were:

1. The ability to survey, analyze, and study communities and neighborhoods in relation to the citizens' interpretation of the role of the school.
2. The ability to anticipate the expectations of significant community groups and organizations.
3. The ability to organize suitable in-service training activities which develop appropriate community understandings and appreciations among staff members.

4. The ability to help identify the needs, interests, and desires of youth and adults and to meet them through a community-centered curriculum including adult education.
5. The ability to recognize leaders among lay groups and encourage them so they will be enthused and willing to serve voluntarily on citizens' advisory councils and committees.
6. The ability to integrate adult education, recreational, and social programs with the regular daytime program of the schools.
7. The ability to work with staff, citizens, and students in developing the community's own distinctive community school.
8. The ability to provide a type of leadership training while working with citizen groups that will inspire confidence and a greater faith in, and understanding of, democracy.

The general findings seem to indicate that there is a much greater need for developing skills and techniques of working with people on a human relations basis. There seems to be a need for developing competencies in group work particularly in the area of leadership training on the participatory level, including group dynamics, "role" playing, and effective communication techniques. In view of the competencies needed by educational leaders in fringe communities, the changing role of the school administrator, and the informal nature of work with citizens, there seem to be several curricula changes necessary to adequately train school administrators for community schools in developing fringe communities.

GENERAL IMPLICATIONS CONCERNING SCHOOLS
IN DEVELOPING FRINGE COMMUNITIES

1. Though the results of the study did not indicate an obvious social cleavage between rural and urban residents in Warren there is sufficient evidence in the review of fringe research to indicate that such cleavage can be a distinct social problem.
2. Fringe residents and leaders are apparently willing and sometimes are anxious to accept help from resource persons or "experts". This seems to indicate a failure on the part of leaders to capitalize on the excellent human resources available for building good communities in fringe areas. Community self-improvement programs have pointed out that only as people are involved and participate in solving their own community problems is lasting improvement made in the human community.
3. It appears that where educational leaders fail to accept the mandate of leadership, other less desirable leaders will take over, and the school will sometime in the future find itself in an even less effective position in the social structure than is true today in a stable mature community.
4. It seems to be true that as the fringe community matures the school will be called upon to fill a less responsible role. Yet even as the community matures, the school, due to its active leadership role in community development as well as the expanded adult education program, will occupy a more important role in the mature fringe culture than in a stable rural or urban community.

5. In developing fringe communities in particular, it seems to be a responsibility of community schools to offer expanded programs, whenever feasible, in adult education on a community college basis, or in an extended thirteenth and fourteenth year program. The demands of society, automation, a shorter work week, and an increased number of retired people may eventually make this imperative.

SUGGESTIONS FOR FURTHER RESEARCH

In the course of this investigation, a number of pertinent questions were raised which were beyond the intended purposes of the study. The data collected and presented here are but a beginning in the study of leaders and the leadership role of the school in a fringe community. A few of the more pertinent suggested studies for further research are given here:

1. This study has served to give only a bench mark picture of leadership in the Warren School District. A further study of the same community should be made in two to four years to note what actually takes place in the leadership pattern and the role of the school as a social institution.
2. A study should be made of a number of fringe community schools in Michigan from the point of view of the educational leader. This would make specific and explain further the findings of this study in relation to the educational leader's role in a developing fringe community. Such a study could be particularly

helpful if approached from within the social structure of the school.

3. The researcher often felt that a more thorough study of the lay citizen's interpretation of the role of the school in a fringe community would be particularly helpful. Since lay citizens come from many cultural backgrounds and bring with them urban as well as rural value orientations concerning the school, such findings would be valuable to educational leaders. Such information would assist them in understanding youth and adult reactions to the day-school program, adult education, the social and recreational activities, and potential bonding issues.
4. If the community school concept is intended to implement and make meaningful the democratic concepts, educational leaders should know more about the successful methods and techniques now used by teachers and administrators in community schools to implement these concepts.
5. There is a definite need for a study of curriculum development in fringe community schools. Such a study needs to be made to specifically determine methods and techniques used in the development, kinds of emphases included, and the resource materials provided to implement a community-centered curriculum.

This study was an attempt to describe and evaluate the school and community, viewing these from the community viewpoint rather than from inside the school. The school was seen, through the eyes of community-wide leaders, as having accepted and played effective community

development and leadership roles. The evidence given in this study suggests that such roles as a part of a fringe community's social policy provide educational leaders opportunities for dynamic, stimulating, and creative leadership that can make fringe communities better places in which to live. The findings of the study point toward an education-centered community in which the community school as an effective tool in the hands of educational leaders can assist all groups in developing an improved and more desirable human community.

BIBLIOGRAPHY

BIBLIOGRAPHY

BOOKS

- Angell, Robert C. Integration of American Society. New York: McGraw-Hill Book Company, Inc., 1941.
- Biddle, William W. Cultivation of Community Leaders. New York: Harper and Brothers, 1953.
- Bogardus, Emory S. Sociology. New York: The Macmillan Company, 1943.
- Bogue, Donald J. Structure of the Metropolitan Community. Ann Arbor: University of Michigan Press, 1949.
- Brookover, Wilbur B. A Sociology of Education. New York: American Book Company, 1955.
- Brown, J. F. Psychology and the Social Order. New York: McGraw-Hill Book Company, 1936.
- Brownell, Baker, Foreward p. xi, William W. Biddle. Cultivation of Community Leaders. New York: Harper and Brothers, 1953.
- Brunner, Edmund de S. Community Organization and Adult Education, A Five Year Experiment. Chapel Hill, North Carolina: University of North Carolina Press, 1942.
- _____. Village Communities. New York: George A. Doran and Company, 1928.
- Butterworth, Julian E. and Howard A. Dawson. The Modern Rural School. New York: McGraw-Hill Book Company, Inc., 1952.
- Clapp, Elsie R. Community Schools In Action. New York: Viking Press, 1939.
- Cooke, Lloyd Allen and Elaine Forsyth Cooke. A Sociological Approach to Education. New York: McGraw-Hill Book Company, Inc., 1950.
- Cornford, Francis MacDonald. The Republic of Plato. New York: Oxford University Press, 1955.

- Dewey, John. Foreward in Elsie R. Clapp. Community Schools in Action. New York: Viking Press, 1939.
- Fox, Lorene K. The Rural Community and Its School. Morningside Heights, New York: Kings Crown Press, 1948.
- Gordon, Thomas. Group-Centered Leadership. New York: Houghton Mifflin Company, 1955.
- Gouldner, A. W. (ed.) Studies In Leadership. New York: Harper and Brothers, 1950.
- Hart, Joseph K. The Discovery of Intellegence. New York: The Century Company, 1924.
- Hemphill, John K. Situational Factors of Leadership. Columbus, Ohio State University, Bureau of Educational Research Monograph No. 32, 1949.
- Hollingshead, A. B. Elmtown's Youth. New York: John Wiley and Sons, Inc., 1949.
- Homans, George C. The Human Group. New York: Harcourt, Brace and Company, 1950.
- Hunter, Floyd. Community Power Structure. Chapel Hill: University of North Carolina Press, 1953.
- Hunter, Floyd, Ruth Connor Schaffer, Cecil G. Sheps. Community Organization: Action and Inaction. Chapel Hill: University of North Carolina Press, 1956.
- Jennings, H. H. Leadership and Isolation. New York: Longman's Green and Company, 1943.
- Kinneman, John A. The Community in American Society. New York: Appleton-Century-Crafts, Inc., 1947.
- Krietlow, Burton W. Rural Education: Community Backgrounds. New York: Harper and Brothers, 1954.
- Lasswell, Harold D. and Abraham Kaplan. Power and Society. New Haven: Yale University Press, 1950.
- Lewin, K. A Dynamic Theory of Personality. New York: McGraw-Hill Book Company, 1935.
- Lindeman, Edward C. The Community. New York: Associated Press, 1921.

- Loomis, Charles P. and J. Allan Beegle. Rural Social Systems, New York: Prentice-Hall, Inc., 1950.
- Loomis, Charles P. and Associates. Studies in Applied and Theoretical Social Science. East Lansing: Michigan State College Press, 1945.
- Lynd, Robert S. and Helen M. Lynd. Middletown. New York: Harcourt, Brace and Company, 1929.
- _____. Middletown in Transition. New York: Harcourt, Brace and Company, 1937.
- MacIver, R. M. Society. New York: Farrer and Pinehart Inc., 1937.
- _____. Web of Government. New York: The Macmillan Company, 1947.
- McKenzie, R. D. The Metropolitan Community. New York: McGraw-Hill Book Company, 1933.
- Melby, Ernest O. Administering Community Education. Englewood Cliffs: Prentice-Hall Inc., 1955.
- Morgan, Arthur F. The Small Community. New York: Harper and Brothers, 1946.
- Moreno, J. L. Who Shall Survive. New York: Harper and Brother, 1942.
- Ogden, Jean and Jess. These Things We Have Tried. New York: Harper and Brothers, 1946.
- _____. Small Communities in Action. New York: Harper and Brothers, 1949.
- Olson, Edward and others. School and Community. Second Edition, New York: Prentice-Hall, Inc., 1954.
- Pierce, Truman M., Edward C. Merrill, Jr., Craig Wilson, and Ralph B. Kimbrough. Community Leadership for Public Education. New York: Prentice-Hall, Inc., 1955.
- Pigors, Paul J. Leadership or Domination. Boston: Houghton-Mifflin Company, 1935.
- Poston, Richard Waverly. Small Town Renaissance: A Story of the Montana Study. New York: Harper and Brothers, 1950.
- Sanderson, Dwight. The Rural Community. Boston: Ginn and Company, 1932.

- Sanderson, Dwight. Leadership for Rural Life. New York: Association Press, 1940.
- _____. Rural Sociology and Rural Social Life. New York: John Wiley and Sons, Inc., 1942.
- Sanford, F. H. "Leadership Identification and Acceptance," in H. Guetzkow (ed.) Groups, Leadership, and Men. Pittsburg: Carnegie Press, 1951.
- Seay, Maurice F. and Ferris Crawford. The Community School and Community Self Improvement. Lansing: Department of Public Instruction, 1954.
- Seeley, John R., R. Alexander Sim, and Elizabeth W. Loosley. Crestwood Heights. New York: Basic Books, Inc., 1956.
- Simpson, Ray Hamill. A Study of Those Who Influence and Those Who are Influenced in Discussion. Bureau of Publication, Teachers College, Columbia University, New York: 1938.
- Stiener, Jesse F. Community Organization. New York: Appleton-Century Company, 1930.
- Sutherland, Robert J. and Julian L. Woodward. Introductory Sociology. Chicago: J. B. Lippincott Company, 1940.
- Tyler, R. W. The School and the Urban Community. Chicago: University of Chicago Press, 1942.
- Warner, Lloyd W. Democracy in Jonesville. New York: Harper and Brothers, 1949.
- Warren, H. C. Dictionary of Psychology. Boston: Houghton Mifflin Company, 1934.
- Warren, Ronald L. Studying Your Community. New York: Russell Sage Foundation, 1955.
- West, James. Plainville, U.S.A. New York: Columbia University Press, 1945.
- Wolfbien, Seymour L. The Decline of a Cotton Textile Town. New York: Columbia University Press, 1944.
- Zimmerman, Carle C. The Changing Community. New York: Harper and Brothers, 1938.

PERIODICALS

- Aguilar, Jose V. "Development of Community School Concepts in Other Countries," The Community School. Fifty-second Yearbook of the National Society for the Study of Education, Part II. Chicago: University of Chicago Press, 1952, pp. 212-227.
- Alinsky, S. D. "Community Analysis and Organization," American Journal of Sociology, 46:707-808, 1941.
- Bales, Robert F. "The Two Tasks of Leadership," Adult Leadership, 6:49-52, June, 1956.
- Beegle, J. Allan. "Characteristics of Michigan's Fringe Population," Rural Sociology, 12:254-263, September, 1947.
- Bierstedt, Robert. "An Analysis of Social Power," American Sociological Review, 15:730-38, December, 1950.
- Breckon, Edith M. "The Rebirth of a One Room School," Education in Rural Communities. Fifty-first Yearbook of the National Society for the Study of Education, Part II. Chicago: University of Chicago Press, 1952, pp. 124-128.
- Bressler, Marvin and Charles F. Westoff. "Leadership and Social Change: The Reactions of a Special Group to Industrialization and Population Influx," Social Forces, 32:235-243, March, 1954.
- Collier, Abram T., "Business Leadership and a Creative Society," Harvard Business Review, 31:29-38, January, February, 1953.
- Dawson, Howard A. "A Blueprint for Progress," Phi Delta Kappan, 34:62, October, 1954.
- Dickinson, James A. "Antecedents of the Community School Concept In the Utopian Theories," The Community School. Fifty-second Yearbook of the National Society for the Study of Education, Part II. Chicago: University of Chicago Press, 1953, pp. 238-250.
- French Jr., John R. P. "Leadership, A Dynamic Redefinition, A Concluding Comment," Journal of Educational Sociology, 17:436-7, March, 1944.
- Gibbs, Cecil. "The Principles and Traits of Leadership," Journal of Abnormal and Social Psychology, 42:267-284, 1947.
- Grim, Edgar L. and Eugene Richardson, "The Michigan Community School Service Program," The Community School. Fifty-second Yearbook of the National Society for the Study of Education, Part II. Chicago: University of Chicago Press, 1953, pp. 195-211.

- Hanna, Paul R. "The Community School and Larger Geographic Areas," The Community School. Fifty-second Yearbook of the National Society for the Study of Education, Part II. Chicago: University of Chicago Press, 1953, pp. 228-237.
- Haskew, L. D. and Geneva Hanna. "The Organization and Administration of the Community School," The Community School. Fifty-second Yearbook of the National Society for the Study of Education, Part II. Chicago: University of Chicago Press, 1953, pp. 127-133.
- Haynes, Robert W. "Effects of Variation In Leadership on Participant Behavior in Discussion Groups," Adult Education (London), 21:109-111, December, 1948.
- Henderson, Leon W. and H. B. Nutter. "The University of Florida, Project in Applied Economics," High School Journal, 25:318-20, November, December, 1942.
- Hiller, E. T. "The Community as a Social Group," American Sociological Review. 6:189-202, 1941.
- Hooker, Elizabeth. "Leaders in Village Communities," Social Forces, 2:604-14, June, 1928.
- Jennings, Helen Hall. "Leadership--A Dynamic Redefinition," Journal of Educational Sociology, 17:403-33, March, 1944.
- Knickerbocker, I. "Leadership: A Conception and Some Implications," Journal of Social Issues, 4:23-40, 1948.
- Knoblauch, A. L. "Leadership," Secondary Education, 13:24-25, April-June, 1947.
- Lasswell, H. D. "The Comparative Study of the Elite," Hooker Institute Series, Series B No. 1, January 1952, p. 2.
- Levine, Sol. "An Approach to Constructive Leadership," Journal of Social Issues, 5:47-52, Winter, 1949.
- Lively, Charles E. "The Sociological Significance of the Rural Urban Fringe," Rural Sociology, 18:168-79, June, 1953.
- Mayes, Tom. "Flint Has a System," Lions International, May, 1956, a reprint.
- McKain, Walter C. and Robert G. Burnight. "Sociological Significance of the Rural-Urban Fringe," Rural Sociology, 18:108-109, June, 1953.

- Morrill, Maurice B. "Clothing, The Sloan Experiment in Vermont," Clearing House, 19:429-31, December, 1938.
- Muntyan, Milosh. "Community School Concepts: A Critical Analysis," Community School. Fifty-second Yearbook of the National Society for the Study of Education, Part II. Chicago: University of Chicago Press, 1953, pp. 31-47.
- Nisbet, R. A. "De Bonald and the Concept of the Social Group," Journal of the History of Ideas, 5:315-31, 1944.
- "A Philosophy of Adult Education," Adult Education Association's Committee on Social Philosophy, Adult Education, 2:32-34, April, 1952.
- Pierce, Truman M. and Craig Wilson, "Research in County Educational Administration," (The Cheatham County Study) The School Executive, 72:96-106, March, 1953.
- Rodehaver, Miles W. "Fringe Settlement as a Two Directional Movement," Rural Sociology, 12:49-57, March, 1947.
- Seay, Maurice R. "The Community School: New Meaning for an Old Term," The Community School. Fifty-second Yearbook of the National Society for the Study of Education, Part II, Chicago: University of Chicago Press, 1953, pp. 1-13.
- Smith, Christopher. "Social Selection in Community Leadership," Social Forces, 15:530-35, May, 1937.
- Stodgill, Ralph, "Personality Factors Associated with Leadership," Journal of Psychology, 25:39-48, 1948.
- Useem, John, Pierre Tangent, and Ruth Useem, "Stratification of a Prairie Town," American Sociological Review, 7:331-42, June, 1942.
- Warriner, Charles K. "Leadership in a Small Group," American Journal of Sociology, 60:361-9, June, 1955.
- Zimmerman, Carl C. "The Evolution of American Community," American Journal of Sociology, 46:809-17, May, 1941.

UNPUBLISHED MATERIALS

- Bouma, Donald H. "An Analysis of the Social Power Position of the Real Estate Board in Grand Rapids, Michigan," unpublished Ph. D. thesis, East Lansing: Michigan State University, 1952.

- Bosworth, Claud A. "A Study of the Development and the Validation of a Measure of Citizens' Attitudes Toward Progress and Some Variables Related Thereto." Unpublished Ph. D. dissertation, University of Michigan, 1954.
- Cousino, Paul K. "Social Attitudes Toward Certain Curricular Issues in Warren Township." Unpublished Ed. D. thesis, University of Michigan, 1951.
- Dickinson, James A. "The Community School Concept in Education." Unpublished Ph. D. dissertation, Ohio State University, 1942.
- Gettel, Gerhard F. "A Study of Power in a North Central State Community." Unpublished Ph. D. thesis, Michigan State University, 1956.
- Goodson, W. R. "The Community School Concept." Unpublished Ph. D. dissertation, University of Texas, 1951.
- Loving, Alvin D. "Crystalizing and Making Concrete the Community School Concept in Michigan Through Study of On-Going Community School Practices." Unpublished Ed. D. thesis, Wayne University, Detroit Michigan, 1954.
- Meaders, Donald. "Practices Advocated by Selected National Agencies and Organizations for Implementing Local Programs of Vocational Agriculture, 1836-1954." Unpublished Ed. D. dissertation, Michigan State University, 1957.
- Michigan State University Warren School Community Study, July, 1956.
- Miller, Paul A. "A Comparative Analysis of the Decision Making Process in Community Organization Toward Major Health Goals." Unpublished Ph. D. thesis, Michigan State College, 1953.
- Muntyan, Milosh. "Community School Concepts in Relation to Societal Determinants." Unpublished Ph. D. thesis, University of Illinois, 1947.
- Naslund, Robert A. "The Origin and Development of the Community School Concept." Unpublished Ph. D. dissertation, Stanford University, 1951.
- Passow, Arron Harry. "Group-Centered Curriculum Leadership." Unpublished Ph. D. thesis, Teacher's College, Columbia University, 1951.
- Wegner, Marlowe Ervin. "A Comparative Study of Leadership Attitudes Held by Teachers and Community Leaders in Certain Representative Minnesota Towns." Unpublished Ed. D. dissertation, University of North Dakota, January, 1955.

White, James Eugene, "Leadership and Social Structure in a New York Rural Community." Unpublished Ph. D. thesis, Cornell University, 1948.

Whetten, N. L. and W. C. McKain. "Suburbanization and Metropolitan Growth." An address, Workshop for Chamber of Commerce Executives, Michigan State University, 1955.

Wilson, O. B. "Functions of Leadership for Rural and Rurban Schools," Speech delivered at the A.A.S.A. Convention, Atlantic City, February, 1957.

BULLETINS AND REPORTS

Anderson, W. A. "Social Change and an Urban Fringe Area." New York: Cornell University, Rural Sociology Publication 35, February, 1953.

"Basic Community Survey." Bulletin No. 3014, Instructional Service Series, Lansing, Michigan: Department of Public Instruction, 1939.

Blizzard, Samuel W. "Research on the Rural Urban Fringe, A Case Study." State College, Pennsylvania: Pennsylvania State University, Paper No. 1802, 1954.

Blizzard, Samuel W. and William F. Anderson. "Problems in Rural-Urban Fringe Research: Conceptualization and Delineation." Progress Report 89, State College, Pennsylvania: Pennsylvania State College, November, 1952.

Bosworth, Claud . "Community Inventory." East Lansing: Michigan State University, Department of Community Services, June, 1955.

The Committee on the Program of the Reorganized School, "The Community School Program Self Evaluative Check List." Department of Public Instruction, Lansing, Michigan, 1956.

Ensminger, Douglas. "Measuring the Effectiveness of Your Community." Cornell Agricultural Experiment Station Bulletin, 444, 1940.

Florida Citizens Committee on Education, "Education and the Future of Florida." Tallahassee: Florida Citizens Committee on Education, March, 1947.

Index of Adjustment and Values, "Basic Assumptions Concerning How Communities Grow and Develop." Michigan State University, 1956.

McKain Jr., Walter C. and Nathan L. Whetten. "Occupational and Industrial Diversity in Rural Connecticut." Bulletin 263, Storrs: Storrs Agricultural Experiment Station, University of Connecticut, November, 1949.

Nelson, Charles W. and Harry L. Stone. "New Management Development and Community Planning: A Three Part Leadership Training Program." Industrial Relations Center, University of Chicago, 1955.

Sanderson, Dwight. "Locating the Rural Community." Extension Bulletin No. 413, Ithaca, New York: New York State College of Agriculture, Cornell University, 1939.

Sanders, Irwin T. "Alabama Rural Communities, A Study of Chilton County." Alabama College Bulletin, Vol. 33, No. 1A, Montevallo, Alabama, 1940.

_____. "Preparing a Community Profile." Bureau of Community Service, University of Kentucky, Lexington, Kentucky: Community Series Bulletin No. 7, May, 1952.

Seay, Maurice F. and Leonard E. Neece. "The Sloan Experiment in Kentucky." Bulletin of the Bureau of School Service, Vol. XIV, No. 4, Lexington, Kentucky: University of Kentucky, June, 1944.

Seay, Maurice F. and William J. McGlothlin. "Elementary Education in Two Communities of the Tennessee Valley: A Description of the Wilson Dam and Gilbertsville Schools." Bulletin of the Bureau of School Service, Vol. XIV, No. 3, Lexington, Kentucky: University of Kentucky, March, 1942.

"The Story of Holtville." A Southern Association Study, Nashville, Tennessee: Cullom and Ghutner Company, 1944.

"Using Resources of the Community to Build a School Program." Alabama Department of Education, Bulletin No. 4. Montgomery, Alabama: State Board of Education.

Workshop proceedings, Second Meeting of Annual Convention of the Association of Southern Agricultural Workers, Memphis, Tennessee, February, 1951.

APPENDICES

APPENDIX A

TOP LEADERS INTERVIEW SCHEDULE-DECEMBER 1956

The interview is strictly confidential and will be used only for research purposes.

1. As you look back upon the Warren school community, did you ever feel a need for community planning? When? Specifically, what brought it to your attention?
2. How would you rank the following groups as to their actual ability to influence decisions on community improvement?
 - a. Rotary Club
 - b. Community Council
 - c. The Warren Schools
 - d. The churches of the community
 - e. Warren City Planning Commission
 - f. Organized labor
 - g. Industry
 - h. C.C.C.D.

As you look ahead to the future will any groups' potential ability to influence decisions tend to increase? Are there other groups that should be mentioned?

3. What are the major community problems in Warren? Which are most important?
4. It has been shown sociologically that stable communities tend to be conservative and view outsiders and resource people with suspicion. Would you say that this is true of Warren? Why do you feel this way?
5. If we are to note community development we usually do so in terms of commonly accepted goals and objectives. Would you say that people in Warren today have such a common basis for measuring community progress? Could we say that community progress tends to be measured in terms of immediate needs or short time goals?
6. According to surveys in stable communities, position in the leadership structure is based upon social class, influence, and length of community residence. Since Warren is in a developmental stage, would you say that this is true here? Does a person's occupation make a difference as to a leader's position?
7. Do you feel that leadership is a key factor in effective community planning? If so, do you feel that Warren at present has developed the kinds of leaders who can do this kind of planning?

8. How would you suggest that adequate leadership be developed and maintained in the years ahead?
9. In a stable community the school as a formal institution tends to play a minor role in community development. Would you say that this is true in Warren? What role would you say that the school should play in community development?
10. What function are churches carrying out in community development? Could they play a more active role than at present? Do they have a role to play in leadership development?
11. In some communities the top leaders make the decisions and then ask the school board or city council to make the decisions legal. In other words, the legal action simply rubber stamps a previously decided issue. Do you feel that this kind of leadership takes place in Warren? Do you feel that this type of leadership is desirable? Why do you feel this way?
12. In the definition of leadership we agreed that a democratic leader might play several leadership roles in effective participation. On the basis of your experience would you say that leaders in Warren tend to be this kind of leader? Would you feel that a leader's role tends to change with the situation and that he may be an expeditor in one case, a composer in another, and a harmonizer in still another?
13. Who would you feel is the most important person in making decisions for community improvement? Why?

Bosworth Scale administered at this time in the interview. Time allotted - 15 minutes. The interviewer will mentally recheck questions to reassure himself before continuing the interview.

14. When did community development become interesting to you?
15. What relationships do you have with other community leaders? Do these relationships tend to remain formal?
16. Do you enjoy working with community projects? Do you find that once a person has been recognized for community interest that others expect him to continue to accept such responsibility?

17. Do you feel that most leaders are interested in the common good of the people? Do you find that leadership accomplishments tend to serve a leader's personal needs as well?
18. How do you picture yourself as a leader?

SECOND INTERVIEW Start with interpretation of the community school. Use cards to bring out specific points.

19. What kind of community do you think Warren will eventually become? Will it be like the urban area of Detroit or will it be different?
20. From your experience of living here, why do people move into a fringe area?
21. As you think of the Warren School in this rapidly developing fringe area how do you feel regarding the role the school has played in community development?
22. Would you say that the Warren School had taken too much or too little initiative in encouraging community development?
23. Do you feel that the present teachers in Warren are sufficiently active as members of the community? Are they really effective in community affairs?
24. Should the school provide opportunities for boys and girls to become involved in community improvement projects? How could this be arranged?
25. Would you object to having social studies classes make fact finding surveys concerning the social and economic needs of the community?
26. Do you feel that the expenditure of school funds to help provide for community planning would be a wise use of public funds?
27. What kinds of services not now provided by the schools would you suggest? Should any programs now provided be expanded?
28. The results of the previous interview would seem to indicate that leadership will be a key factor in community development. Would you be in favor of some type of formal leadership training such as given for Boy Scout leaders or Y-Teens leaders?

29. Among the community groups, which ones could or would sponsor such classes?
30. In many cases citizens question the advisability of public school people running for public office? Do you feel that such opinions are justifiable? Can you explain why the public would feel this way?

APPENDIX B

MICHIGAN STATE UNIVERSITY
WARREN SCHOOL-COMMUNITY PROJECT
GENERAL INFORMATION

Code Number _____

Date _____

Amount of Time _____

Interviewer _____

INTRODUCTION

I am _____ from Michigan State University and am part
(name)
of a group studying the Warren School District. We are visiting families
who live here in order to get first-hand information from them about the
Warren community. We would like to get your answers to some questions so we
can get the information we need. These questions are being asked of each
family we interview and the information given is strictly confidential. We
will use the information given to us by each family to build as complete a
picture as possible of your community.

First, I would like to ask you some questions for general information
about your family and household.

General Information

1. Number and ages of Adults in household. (Circle person giving information.)

Ages	Husband	Wife	Other ()	Other ()
20-29	_____	_____	_____	_____
30-39	_____	_____	_____	_____
40-49	_____	_____	_____	_____
50-up	_____	_____	_____	_____

(1) (2) (3) (4) (5)

2. Ages of children
living at home

3. Husband's occupation

Wife's occupation

4. Schools children attend (check) Warren Public Schools _____ Local Parochial _____ or Private School _____ Other _____
5. Name of community where your family usually
- a. Shops for food: _____ Distance in miles _____
- b. Shops for clothing: _____ Distance in miles _____
- c. Shops for household appliances _____ Distance in miles _____
- d. Does its banking _____ Distance in miles _____
- e. Goes to church _____ Distance in miles _____
6. Are you and your (husband, wife) registered voters? Husband Yes _____ No _____
Wife _____
7. Does your family usually have its recreation in the Warren Community?
Yes _____ No _____ (comments if any) _____
-
8. How long have you lived in the Warren School District? Years _____ mos. _____
9. How long have you lived at your present address? Years _____ mos. _____
10. Do you own your own home? Yes _____ Rent _____ Live with relatives _____

MICHIGAN STATE UNIVERSITY
WARREN SCHOOL-COMMUNITY STUDY
PARTICIPATION IN ORGANIZATIONS

Code Number _____

Date _____

Amount of Time _____

Interviewer _____

(check) Head ____ Spouse ____

INTRODUCTION

Now I would like to ask you a few questions about the groups or organizations of which you are a part. Please think in terms of all the associations members of your family have had with groups of other people. These will include such formal groups as: Neighborhood associations, home-makers, service club, lodge, church, bridge club, park board, city council, etc. Also are included such informal groups that meet more or less regularly for game, coffee, cokes, sports, baby sitting, car pool, shopping, etc. Your answers will pertain to participation by members of your family during the last six months. (For easy transcription start with person responding, then husband or spouse, then children.)

Name of organization or group in which members of family have participated dur- ing last six months	Member participating a. husband b. wife c. children	Usual number of times member at- tends meetings or gets together each month	Type of group or organization a. formal b. informal
1. _____	_____	_____	_____
2. _____	_____	_____	_____
3. _____	_____	_____	_____
4. _____	_____	_____	_____
5. _____	_____	_____	_____
6. _____	_____	_____	_____
7. _____	_____	_____	_____
8. _____	_____	_____	_____
9. _____	_____	_____	_____
10. _____	_____	_____	_____

(enter others on back)

MICHIGAN STATE UNIVERSITY
WARREN SCHOOL-COMMUNITY STUDY
LEADERSHIP IDENTIFICATION

Code Number _____

Date _____

Amount of Time _____

Interviewer _____

INTRODUCTION

We are trying to get as complete a picture of this school-community as possible within a short time. We all know there are some people in every community who are active and understand the community. These people we usually recognize as leaders whether they hold office or not.

We would like for you to name eight general leaders in the Warren community. These may be men or women, officers or non-officeholders. They should be people you think of as leaders of the whole community.

<p><u>NAME OF PERSON</u></p> <p>(List all eight leaders first)</p>	<p>After leaders are named, please give the title, if any, or area in which each person named is a leader. Select area of leadership from list below</p>
1. _____	_____
2. _____	_____
3. _____	_____
4. _____	_____
5. _____	_____
6. _____	_____
7. _____	_____
8. _____	_____

Area in which Person Serves as Leader

1. Community-wide. 2. Education. 3. Governmental matters.
4. Business affairs. 5. Agriculture. 6. Political matters.
7. Industry. 8. Religious matters, 9. Social organizations (clubs, etc.) 10. Health. 11. Recreation. 12. Labor. 13. Voluntary organizations (e.g. community council).

MICHIGAN STATE UNIVERSITY
 WARREN SCHOOL-COMMUNITY STUDY
COMMUNITY VALUES: SELF

Code No. _____

Date _____

Amount of Time _____

Interviewer _____

INSTRUCTIONSINDEX OF COMMUNITY VALUESSELF

All of us would like to know more about our communities. Seldom do we have the opportunity to look at our community as it is or as we would like it to be.

Here is a brief list of characteristics which to a certain extent describe local communities such as yours. Please examine all characteristics separately and apply it to your local community. Then do the following three things with each characteristic

- I. Decide how much of the time each characteristic is adequate in your community. Put one of the five statements at the top of Column I which best describes how much of the time each characteristic is adequate in your community. Place the number which you choose for each characteristic in the blank opposite each characteristic in Column I.
- II. Now tell how you feel about your community by selecting one of the five statements at the top of Column II which best describes how you feel. Put the number of the statement you have chosen for each characteristic in the blank opposite each of the characteristics in Column II.
- III. Now tell how you would like your community to be ideally by selecting one of the five statements which best describes how you would like each characteristic to be ideally. Put the number you select for each characteristic in the blank opposite each characteristic in Column III. Start with the word "friendly" and fill Columns I, II, and III before going on to the next item. There is no time limit.

MICHIGAN STATE UNIVERSITY
WARREN SCHOOL-COMMUNITY STUDY
COMMUNITY VALUES: SELF

Code No. _____

Date _____

Amount of Time _____

Interviewer _____

Characteristic of some Communities	I I believe this characteristic to be adequate in my community	II This is the way I feel about this characteristic of my community	III This is the way I would like my community to be ideally
	1. Seldomly 2. Occasionally 3. About half the time 4. Good deal of time 5. Most of the time	1. Very much dis- like 2. Dislike 3. Neither dis- like or like 4. Like 5. Very much like	1. Seldomly 2. Occasionally 3. About half the time 4. Good deal of the time 5. Most of the time
Example: Progressive	3	2	4
1. Friendly	_____	_____	_____
2. Religious	_____	_____	_____
3. Healthy	_____	_____	_____
4. Well planned	_____	_____	_____
5. Accepts new- comers to com- munity	_____	_____	_____
6. Has a pleasing appearance	_____	_____	_____
7. Has good human relations	_____	_____	_____
8. Has good elemen- tary school programs	_____	_____	_____
9. Has good high school programs	_____	_____	_____
10. Has good shopping facilities	_____	_____	_____
11. Has good leader- ship of community organizations	_____	_____	_____

SELF

-2-

Characteristic of some Communities	I I believe this characteristic to be adequate in my community	II This is the way I feel about this characteristic of my community	III This is the way I would like my community to be ideally
	1. Seldomly 2. Occasionally 3. About half the time 4. Good deal of time 5. Most of the time	1. Very much dis- like 2. Dislike 3. Neither dis- like or like 4. Like 5. Very much like	1. Seldomly 2. Occasionally 3. About half the time 4. Good deal of the time 5. Most of the time
12. Has good street maintenance	_____	_____	_____
13. Has satisfying family life	_____	_____	_____
14. Has good local official leader- ship	_____	_____	_____
15. Has good school discipline	_____	_____	_____
16. Has good coopera- tion among com- munity organiza- tions	_____	_____	_____
17. Has good industry- labor relations	_____	_____	_____
18. Well served by local business enterprises	_____	_____	_____
19. Well served by local government	_____	_____	_____
20. Well served by organized labor	_____	_____	_____
21. Provides good opportunities for recreation	_____	_____	_____
22. Provides good citizenship training for youth	_____	_____	_____

SELF

-3-

Characteristic	I I believe this characteristic to be adequate in my community	II This is the way I feel about this characteristic of my community	III This is the way I would like my community to be ideally
of Some Communities	1. Seldomly 2. Occasionally 3. About half the time 4. Good deal of time 5. Most of the time	1. Very much dislike 2. Dislike 3. Neither dislike or like 4. Like 5. Very much like	1. Seldomly 2. Occasionally 3. About half the time 4. Good deal of the time 5. Most of the time
23. Provides good opportunities for participation in organizations and groups	_____	_____	_____
24. Provides economic well being	_____	_____	_____
25. Provides good opportunities for young people	_____	_____	_____
26. Citizens keep up with important local issues	_____	_____	_____
27. People take pride in community	_____	_____	_____
28. Levies fair taxation	_____	_____	_____
29. Is "politically" minded	_____	_____	_____
30. People interested in over-all community affairs	_____	_____	_____

MICHIGAN STATE UNIVERSITY
WARREN SCHOOL-COMMUNITY STUDY
COMMUNITY VALUES: OTHERS

Code No. _____

Date _____

Amount of Time _____

Interviewer _____

INSTRUCTIONS

INDEX OF COMMUNITY VALUES

OTHERS

Now we would like to gain a better idea of how you see other people's views of your community. In completing this part of the survey, would you think in terms of how, in general, your local friends feel about your community.

Proceed exactly as you did with the previous portion of the survey, only this time, you are asked your feelings concerning

Column I What other local people believe about your community as it is now.

Column II How other local people feel about your community.

Column III How other local people would like your community to be ideally.

Complete Columns I, II and III for each item separately.

MICHIGAN STATE UNIVERSITY
WARREN SCHOOL-COMMUNITY STUDY
COMMUNITY VALUES: OTHERS

Code No. _____

Date _____

Amount of Time _____

Interviewer _____

Characteristic of some Communities	I Other people believe this characteristic to be adequate in my commun- ity	II This is the way other people feel about this char- acteristic of my community	III This is the way other people would like my community to be ideally
	1. Seldomly 2. Occasionally 3. About half the time 4. Good deal of the time 5. Most of the time	1. Very much dis- like 2. Dislike 3. Neither dislike or like 4. Like 5. Very much like	1. Seldomly 2. Occasionally 3. About half the time 4. Good deal of the time 5. Most of the time
Example: Progressive	3	2	4
1. Friendly	_____	_____	_____
2. Religious	_____	_____	_____
3. Healthy	_____	_____	_____
4. Well planned	_____	_____	_____
5. Accept newcomers to community	_____	_____	_____
6. Has pleasing appearance	_____	_____	_____
7. Has good human relations	_____	_____	_____
8. Has good elemen- tary school programs	_____	_____	_____
9. Has good high school programs	_____	_____	_____
10. Has good shopping facilities	_____	_____	_____
11. Has good leader- ship of community organizations	_____	_____	_____

OTHERS

Characteristic of some Communities	I Other people believe this characteristic to be adequate in my commun- ity	II This is the way other people feel about this char- acteristic of my community	III This is the way other people would like my community to be ideally
	1. Seldomly 2. Occasionally 3. About half the time 4. Good deal of the time 5. Most of the time	1. Very much dis- like 2. Dislike 3. Neither dislike or like 4. Like 5. Very much like	1. Seldomly 2. Occasionally 3. About half the time 4. Good deal of the time 5. Most of the time
12. Has good street maintenance	_____	_____	_____
13. Has satisfying family life	_____	_____	_____
14. Has good local official leader- ship	_____	_____	_____
15. Has good school discipline	_____	_____	_____
16. Has good coopera- tion among com- munity organiza- tions	_____	_____	_____
17. Has good industry- labor relations	_____	_____	_____
18. Well served by local business enterprises	_____	_____	_____
19. Well served by local government	_____	_____	_____
20. Well served by organized labor			
21. Provides good opportunities for recreation			

OTHERS

-3-

Characteristic of some Communities	I Other people believe this characteristic to be adequate in my commun- ity	II This is the way other people feel about this char- acteristic of my community	III This is the way other people would like my community to be ideally
	1. Seldomly 2. Occasionally 3. About half the time 4. Good deal of the time 5. Most of the time	1. Very much dis- like 2. Dislike 3. Neither dislike or like 4. Like 5. Very much like	1. Seldomly 2. Occasionally 3. About half the time 4. Good deal of the time 5. Most of the time
22. Provides good citizenship training for youth	_____	_____	_____
23. Provides good opportunities for participa- tion in organiza- tions and groups	_____	_____	_____
24. Provides economic well being	_____	_____	_____
25. Provides good opportunities for young people	_____	_____	_____
26. Citizens keep up with important local issues	_____	_____	_____
27. People take pride in community	_____	_____	_____
28. Levies fair taxation	_____	_____	_____
29. Is "politically" minded	_____	_____	_____
30. People interested in over-all com- munity affairs	_____	_____	_____

MICHIGAN STATE UNIVERSITY
 WARREN SCHOOL-COMMUNITY STUDY
 PERSISTENT COMMUNITY CONCERNS
 Amount of Time _____

Code No. _____
 Date _____
 Interviewer _____
 (Check) Head _____ Spouse _____

INTRODUCTION

Regardless of how long we lived in a community, we tend to perceive characteristics of the community in which we take considerable pride, and also perceive some problems which give us considerable concern.

To complete our picture of this school-community, please answer these four final questions:

 1. What are the three over-all local community problems which you feel are of most concern TO YOU at this time?

- a. _____
 b. _____
 c. _____

For about how long have you felt these problems have been of most concern?

- a. _____ b. _____ c. _____

2. What are the three over-all local community problems which you believe are of most concern TO OTHER PEOPLE in the community?

- a. _____
 b. _____
 c. _____

3. What are the three characteristics of the over-all local community which seem TO YOU to be most outstanding at this time?

- a. _____
 b. _____
 c. _____

For about how long have you felt these three characteristics have been most outstanding?

- a. _____ b. _____ c. _____

4. What are the three characteristics of the over-all local community which seem TO OTHER PEOPLE in the community to be most outstanding?

- a. _____
 b. _____
 c. _____

APPENDIX C

COMMUNITY ATTITUDE SCALE

CS

	Strongly Agree	Agree	?	Disagree	Strongly Disagree
1. The school should stick to the 3 R's and forget about most of the other courses being offered today	—	—	—	—	—
2. Most communities are good enough as they are without starting any new community improvement programs	—	—	—	—	—
3. Every community should encourage more music and lecture programs	—	—	—	—	—
4. This used to be a better community to live in	—	—	—	—	—
5. Long term progress is more important than immediate benefits	—	—	—	—	—
6. We have too many organizations for doing good in the community	—	—	—	—	—
7. The home and the church should have all of the responsibility for preparing young people for marriage and parenthood	—	—	—	—	—
8. The responsibility for older people should be confined to themselves and their families instead of the community	—	—	—	—	—
9. Communities have too many youth programs	—	—	—	—	—
10. Schools are good enough as they are in most communities	—	—	—	—	—
11. Too much time is usually spent on the planning phases of community projects	—	—	—	—	—
12. Adult education should be an essential part of the local school program	—	—	—	—	—
13. Only the doctors should have the responsibility for the health program in the community	—	—	—	—	—
14. Mental illness is not a responsibility of the whole community	—	—	—	—	—
15. A modern community should have the services of social agencies	—	—	—	—	—
16. The spiritual needs of the citizens are adequately met by the churches	—	—	—	—	—
17. In order to grow a community must provide additional recreation facilities	—	—	—	—	—
18. In general church members are better citizens	—	—	—	—	—
19. The social needs of the citizens are the responsibility of themselves and their families and not of the community	—	—	—	—	—
20. Churches should be expanded and located in accordance with population growth	—	—	—	—	—

~~NOV 2 1961~~

~~MAR 1 1962~~

~~APR 28 1962~~

~~APR 28 1962~~ pd.

~~OCT 1 1961~~ pd.

~~MAR 16 1962~~

~~MAR 1 1962~~

~~APR 18 1962~~

~~MAR 1 1962~~

~~APR 1 1962~~

~~APR 25 1966~~

~~APR 25 1966~~
182

MICHIGAN STATE UNIV. LIBRARIES



31293103815134