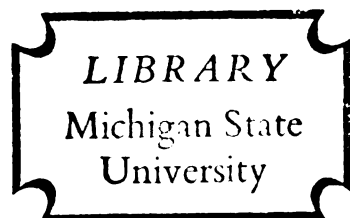


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THE IMPLICATIONS FOR A GRADUATE TRAINING PROGRAM IN
THE PREPARATION OF PUBLIC SCHOOL ADULT EDUCATION
ADMINISTRATORS BASED ON AN ANALYSIS OF
ADMINISTRATIVE PRACTICES OF DIRECTORS
IN SELECTED MICHIGAN COMMUNITIES

by

William Marlon Cave

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 Teacher Education

College of Education

1957

Approved

Harold J. Lillon

WILLIAM MARION CAVE

ABSTRACT

This study was concerned with analyzing the administrative duties and responsibilities of public school adult education directors in selected Michigan communities. A complementary objective was to draw from the findings those which have significant implications for the formulation of a proposed graduate training program for adult education directors.

Twenty-five public school-sponsored programs were selected. The sampling was purposive; selection was based on an expert judgment criteria. The methodology employed by the investigator consisted of (1) the structured interview, (2) direct observation, and (3) informal interviews. The personal interview was focused upon the administrative leader of the local program, the director of adult education. Direct observation of the programs in action was made by the author, while informal interviews were carried on with adult education administrators, adult teachers, custodians, and members of adult education advisory councils.

The major findings of this study were as follows:

1. The adult education programs studied have taken on what might appropriately be termed a "service" character. As such they were highly sensitive and adaptive to the expressed interests of their clientele.

2. The basic administrative orientation of the local adult education directors was "other-directed" or

community-centered. The study indicated that, although all directors were generally responsible for program administration and organization, they tended to minimize the relative importance of these internal functions in favor of external, non-institutional factors.

3. Programs were found to be marginal in status. As a result, directors were insecure and seemed to be somewhat detached from the regular public school staff.

4. The primary role of the adult education director was one of service--service to clientele and to significant community agencies and organizations. The role of service was the basis upon which directors legitimized their program. It was generally concluded that acceptance for most adult education programs in this study was sought on service premises.

5. Public Relations emerged as the most important operational area in terms of program growth and development.

The findings of this study suggested that prospective administrators in the adult education area be given an interdisciplinary kind of training. Implications were that a training program should include the disciplines of Sociology, Psychology, Political Science, and Education.

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Grateful acknowledgment is also due to Dr. Wilbur B. Brookover, Professor of Sociology and Head of the Division of Educational Research, and to Dr. Cecil V. Millard, representative of the graduate council. The writer extends his thanks to Dr. John Useem, Head of the Department of Sociology and Anthropology, for consenting to serve on the writer's guidance committee in the absence of Dr. Brookover.

This study would not have been possible without the valuable assistance of those public school adult education personnel who cooperated so willingly in providing the requested data. To them, the author wishes to acknowledge his indebtedness.

Finally, to his wife, Ann Cave, the writer is profoundly grateful for her patience, understanding, and moral support without which this project would have been impossible.

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CHAPTER I

THE NATURE OF THE PROBLEM

Introduction

Adult education in America has become a formidable and burgeoning part of the educational family. Although it has been characterized by both a sporadic and amorphous nature, it has now evolved into a significant social movement, infiltrating into most aspects of American society.

The rationale for this movement has a sound, logical basis. The education of adults must always be a fundamental concern to a free, democratic society. It is axiomatic that democracy cannot survive without an enlightened, informed populace. This ideal can best be achieved through the medium of a well-organized program of continuing education for all age levels of people, encompassing all segments of society.

Historically, the leadership for adult education programs emerged out of the ranks of the various social, civic, fraternal, religious, and professional organizations. These were primarily special interest groups, concerned mainly with the pursuance of their own goals and objectives. This particular pattern created an impulsive sort of adult education, one which lacked an organizational structure of any

degree of perpetuity. Until the termination of World War I, these sporadic-kinds of "make-shift" programs were characteristic of American adult education.

The "Americanization" movements of the post World War I era witnessed the entry of the American public school into the sponsorship of a remedial-type program for adults. This move provided the springboard for future expansion and greater interest in lifelong learning on the part of the public schools. Today the American public school has emerged in the leader's role in the establishment and promotion of organized adult education programs.

The justification for this study is based upon the impending significance of the adult education movement under the auspices of the American public school. It is because so little is known of the nature of administrative practices in public school adult education that such a study was undertaken in the first place.

Statement of the Problem

It was the primary purpose of this study to ascertain through personal interview, direct observation, and follow-up the duties and responsibilities of public school adult education directors in specified administrative areas; and to draw from the findings those which have significant implications for a graduate training program in adult education.

This study then was designed to serve two important purposes: (1) to analyze the administrative functions of an adult education director within the framework of public school-sponsored programs; (2) to utilize the results of the analysis as a basis for a possible graduate training program for future adult education administrators and directors.

It is sincerely hoped that the results of this research will assist public superintendents and their boards of education in understanding the breadth and scope of the adult director's position. Such an understanding might result in a more objective job description for public school adult education administrators, giving the position much needed status, stability, and direction.

Background and Need for the Study

A number of social forces are contributing to the significance of adult education as a factor in modern society. The impact of these forces make adult education as important today as the need for universal education for children was over a century ago.¹ The purpose of this section of Chapter I is to describe the socio-cultural milieu out of which the need for adult education emerges, and to provide the background which points up the relevance of this study.

¹Report of Curriculum Committee on Adult Education and Community Colleges, Michigan Department of Public Instruction, May, 1956.

The social setting. A number of present conditions in contemporary American society are converging to give an unprecedented degree of prominence to adult education. First of all, most doubts concerning the educability of adults have been erased by an accumulating body of scientific data. Second, adults are more than ever before prizing education as an instrument for the cultivation of personal competence. Third, the changing tempo of the modern world has created a need for a keener understanding of international and domestic affairs.²

Fourth, in this list, the technological and industrial progress have shortened the average working day. As a result, there is an increase of leisure time, and an increasing demand for more adult activities. And finally, changing and often conflicting values in modern urban society have caused humans to become somewhat detached from the more traditional institutions, the family and the church, and

²"It is, of course, trite to emphasize the need for adult education; but it is hard to see how, at any time in the years ahead, a sound foreign policy can be developed by America unless America has almost universal adult education in its most effective form. Whatever we do by way of helping children understand the current international scene will soon be rendered out-of-date by the rapid tempo of domestic and world affairs. Only constant study and analysis of the various problems will enable citizens to function effectively as voters and public servants." See Ernest O. Melby, Administering Community Education (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1955), p. 35.

turn their needs to other agencies and institutions--namely, the public school.³

In all probability the most significant of the conditions cited concerns values. In this context, some sociologists identify these changing and conflicting values as the sociological bases for adult education.⁴ Social scientists have long recognized that when core values are in conflict, there is a tendency for people to become socially disintegrated. Linton portrays the social disunity that accompanies value conflict in the following analysis:

When a culture is changing rapidly, as our own at present, the alternatives may become so numerous that they overshadow the universals. . . . Each new trait, as soon as it is accepted by any part of society, draws certain traits which were formerly universals. . . out of the core into the fluid zone. As the content of the core is reduced, the culture increasingly loses pattern and coherence.

Such a fluid, disorganized condition within a culture has repercussions upon the society which bears it. It is the common adherence of a society's members to the elements which form the core of their culture which makes it possible for them to function as a society. Without a wide community of ideas and habits, the members of a group will not react to particular stimuli as a unit nor will they be able to cooperate effectively.⁵

³For an excellent treatment of the impending social role of the school, see John R. Seely, R. Alexander Sim, and E. W. Loosley, Crestwood Heights (New York: Basic Books, Inc., 1956), passim.

⁴Charles P. Loomis, and Others, Rural Social Systems of Adult Education (East Lansing, Michigan: Michigan State Press, 1953), pp. 2-3.

⁵Ralph Linton, The Study of Man (New York: Appleton-Century, 1936), pp. 282-284.

An elaboration of Linton's thesis can be made by describing the nature of contemporary society. American urban society has been categorically referred to as the industrial-secular type.⁶ This kind of society is highly dynamic, with technocracy and industrialism heavily contributing to the complexity of the social fabric. In addition, the sphere of the secular is being continually enlarged, reaching out into all aspects of social life.

In such an industrial-secular society mingle people and ideas from all over the world in a large-scale, impersonal type of relationship. Here in modern urban society exists a great variety of competing, and even incompatible, ethical standards and culture models. Here, social life has become atomized and the individual is characteristically rudderless and confused. As the great French sociologist, Durkheim, so aptly phrased it, a condition of anomie, or normlessness, prevails.

Lloyd Allen Cook depicts this phenomenon in the following observation:

From all evidence at hand it can be concluded that no young people in our history have been so detached from their culture, so thwarted in normal processes of community identification as those maturing in the immediate past or current present.⁷

⁶Ely Chinoy, Sociological Perspective (New York: Doubleday and Company, Inc., 1954), pp. 31-40.

⁷Lloyd Allen Cook and Elaine Forsyth Cook, A Sociological Approach to Education (New York: McGraw-Hill Book Co., 1950), p. 280.

Furthermore, there are no indications that adults are any more socially integrated into their communities than youth.

Hence, differences of race, of religion, of political affiliation, of economic and social status were brought more sharply into focus, creating divisive factors which appear to be thwarting each other in community effort and interpersonal relationships. Walter Lippman had this to say about the sociological basis and the societal need for continuing education:

All over the world, but most particularly in the countries where civilization is supposed to be most advanced, there are collected in great cities huge masses of people who have lost their roots in the earth beneath them and their knowledge of the fixed stars in the heavens above them. They are the crowds that drift with all the winds that blow, and are caught up at last in the great hurricanes.

They are the people who eat but no longer know how their food is grown; who work and no longer see what they help to produce; who hear all the latest news and all the latest opinions but have no philosophy by which they can distinguish the true from the false, the credible from the incredible, the good from the bad.

Is it surprising that as civilization has become more streamlined, democracy has become more unworkable? For these masses without roots, these crowds without convictions, are the spiritual proletariat of the modern age, and the eruption of their volcanic and hysterical energy is the revolution that is shaking the world. They are the chaos in which the new Caesars are born.

. . . . This feeling, which pervades the great urban centers, that all things are relative and impermanent and of no real importance, is merely the reflection of their own separation from the elementary experiences of humanity.⁸

⁸Walter Lippman, in a syndicated article in the public press under date of November 3, 1938, cited in Edward G. Olsen, and Others, School and Community (New York: Prentice-Hall, Inc., 1954), p. 7.

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The lack of opportunity for self-expression of the individual has made it imperative that some means be found of retaining the values and benefits inherent in close association and of making self-realization possible. Thus, purposeful organization of social forces must be accomplished so as to create an adjustment of relationships between the people and to insure the highest level of economic, social, physical, and spiritual well-being to the individual. This is the ideal, the utopia, that professional adult educators pursue as the ultimate goal.

The implications of societal changes in value orientation for the field of adult education are tremendous. Social scientists, philosophers, and educators alike have termed the re-education of the adult an imperative for human survival. H. G. Well's remark some twenty years ago that the world must choose between education and catastrophe is rapidly becoming gospel. Joseph K. Hart, the great social philosopher, portrayed the importance of adult education in the modern world when he said:

We may as well admit that it is not the education of children that can save the world from destruction; it is the education of adults; it is the adult who must be released from his provincial mindedness, his animistic prejudices, his narrow customs, his obsolete habits; it is the adult who must be given the chance to become free in a world of science, tolerance, human sympathy and intelligent organization.⁹

⁹Joseph K. Hart, Adult Education (New York: Thomas Y. Crowell Company, 1927), Preface viii.

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The preceding discussion presents a very brief analysis of the sociological bases for adult education in contemporary American society. It also provides the social climate for this thesis. Out of the social setting arises the present need for continuing education in all segments of American society.

The Adult Education Movement

American adult education has not been of a single and systematic character, but rather it manifested a combination of sporadic and scattered impulses on the part of both private and public organizations. In general, the early movements of American adult education began in the early 1800's, and expressed the simplicity and the vitality of American life. However, with the advent of modern technology, it was compelled to adjust to the cadence of a dynamic and highly complex society.

Today, adult education in America is expanding at an unprecedented rate. Probably the most significant features of this movement are its universality and almost impetuous nature. In virtually every sector of the nation--in rural, urban, and metropolitan communities--organized programs under the auspices of the American public school have been established.¹⁰ The fact that public school adult education

¹⁰Homer Kempfer, Adult Education (New York: McGraw-Hill Book Co., Inc., 1955), pp. 5-7.

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programs are mushrooming is testimony to the awareness and sensitivity of the American adult to the need for continuous educational experiences.

A brief glance at the recent statistics provides some significant data which point up the relevance of this study. Benjamin Fine, a pioneer in the movement, has indicated the rapid growth of public school adult education in the following statement:

Adult education in this country is now at an all-time high. Throughout the United States, schools and community colleges are putting greater emphasis than ever before upon study programs for adults. Nearly 5,000,000 are enrolled in such classes--an increase of almost 2,000,000 in four years.¹¹

Figures compiled by the Adult Education Association of the United States show that over 35,000,000 adults participated in general adult education courses and activities in the year 1954.¹² In Michigan alone, the enrollment in public school-sponsored programs for 1955-56 was 317,829, an increase of over 60,000 more than for the years 1954-55.¹³ A significant outcome of this expansion has been the emergence of a unique and responsible school administrative position--the Director of Adult Education.

¹¹Benjamin Fine, "Education in Review," New York Times, Sunday, October 5, 1952.

¹²William J. Valade and Sophie V. Cheskie, "Adult Education in Michigan," Michigan Educational Journal, No. 17, May 1, 1957, p. 396.

¹³Ibid., p. 396.

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The diffusion of adult education throughout modern society has been accompanied by a number of problems. Many of these are centered around leadership. Others are related to the dynamic nature of the adult education movement which has inadvertently created a considerable amount of confusion and lack of direction. Houle described the basis of this confusion in the following analysis:

American adult education is far from being as coherent, consistent, and highly channeled as is the case in England. It is like the United States itself: decentralized in its control; built up from a hundred different sets of assumptions and directed toward a thousand different goals; some-what heedless of why they are done; given to fads and over emphases quickly followed by boredom and disillusionment; incorporating an amazing number of cultural and ethnic value systems; operating in geographic and social environments of great diversity; incredibly deep and incredibly shallow; uncoordinated, unintegrated, and often loudly contradictory. It is also, at least to the American, exciting and challenging beyond anything with which it may be compared anywhere else.¹⁴

In spite of an incoherent, inconsistent pattern, the public demand for adult education grows in intensity. The cultural basis for this demand was identified by Kempfer when he observed:

Primarily the demand reflects response to basic stimuli in our culture which arise directly from the impact of science and technology on our human institutions, and which are likely to grow stronger with the passing years. As a result of this impact great numbers of adults want to learn, and there is little reason to believe that the present accelerating interest will soon decline.¹⁵

¹⁴Cyril O. Houle, "_____ and Knowledge Shall be Increased," Adult Education, September, 1953, p. 187.

¹⁵Kempfer, op. cit., p. 8.

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Public school personnel, unprepared and inexperienced in the adult education area, were unable to cope with the demand for continuing education. The result was the emergence of a myriad of program types, characterized by fragmentation of curriculum and a general lack of administrative direction. The duties, responsibilities, and role of the administrators of these programs have been nebulous. In essence, the administrative practices of directors of adult education have been largely undefined and ambiguous.

Basic Assumptions

Before undertaking the actual implementation of this study, three basic assumptions were made that had significant bearing upon the methods and techniques utilized. These assumptions were:

1. The Public School Adult Education movement has now reached a point of development where it is sufficiently organized to be studied systematically.

2. The Adult Education Director's duties and responsibilities will be distributed mainly among the following operational areas:

- a. program organization
- b. program administration
- c. management practices
- d. guidance services
- e. public relations

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3. A knowledge of the general and specific administrative practices of public school adult education directors is necessary to provide an appropriate basis for the organization of a graduate training program for potential administrators of adult education.

Scope and Limitations of the Study

Scope of the study. This study was directed at analyzing the duties and responsibilities of public school adult education directors in selected Michigan communities. The implications of such a study were to be related to a proposed graduate training program for potential adult education leaders.

The scope of this investigation was largely limited to the manifest opinions and descriptions by respondents of their administrative functions in specified administrative areas. Few provisions were made in the questionnaire design for collection of data concerning the latent aspects of the administrators' roles and responsibilities, although some data of this nature were obtained through the informal interviews. The structured interview was the primary technique employed.

Limitations of the study. The sample in this study was limited to twenty-five public school programs of adult education. These programs had much in common, namely:

magnitude in relation to community population, high level of class retention, enthusiastic teaching and administrative staff, a diversified, yet well-balanced curriculum, and a high degree of community involvement in the planning and implementation of the program. These factors of communality should be taken into consideration in generalizing the findings to other public school adult programs.

Since this study involved the use of the personal interview, it is recognized that some degree of subjectivity was inevitable. The conclusions and accompanying implications reached were necessarily based upon the individual statements rendered by the administrative leaders of each program studied.

During the period in which this study was being carried out, several of the selected programs were in a state of transition with respect to personnel structure. It is therefore possible that data collected from these programs did not reflect the exact organizational or administrative practices at that time.

Further limitations of this study were implied in the basic assumptions stated in Chapter I.

Definition of Terms

Adult education. A succinct but inclusive definition for adult education has been provided by Essert.

There are two broad types of adult learning. One of these is, of course, learning from consciously planned,

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purposefully organized learning situations. These constitute what is often called, "adult education," which consists of individual and home-study plans, classes, forums, and other group-study plans. The other broad type of adult learning is that which occurs in day-to-day experience.¹⁶

The Director of Adult Education. The director is commonly referred to in this thesis as the administrative leader of the public school adult education program. It was assumed that the director would be responsible for all phases of administrative and organizational procedures pertaining to the total operation of the program, as well as to a variety of additional procedures and practices unique to each individual program.

Adult. For purposes of this study, an adult will be referred to as an individual beyond the compulsory school age who is not registered in the regular public school day-time program.

Role. For purposes of this thesis, Hartleys' definition of social role is used. They define it as follows:

Accordingly, to include all aspects of role requirements, we must define social role as an organized pattern of expectancies that relate to the tasks, demeanors, values, and reciprocal relationships to be maintained by persons occupying specific membership positions and fulfilling desirable functions in any group.¹⁷

¹⁶Paul L. Essert, Creative Leadership of Adult Education (New York: Prentice-Hall, Inc., 1951), p. v.

¹⁷E. L. Hartley and R. E. Hartley, Fundamentals of Social Psychology (New York: Alfred A. Knopf, 1952), p.486.

Leadership. Gordon defines leadership in the following manner:

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 others respond.¹⁸

Importance of the Study

This study is an attempt to delineate the actual duties and responsibilities of an adult education director within the framework of public school educational philosophy and practice. From such an analysis, this writer seeks to identify those administrative practices which have significant implications for a graduate training program in adult education.

The accelerated growth and development of any area within the confines of public school education inevitably creates complex problems for the professional educator. Public school-sponsored adult education has not escaped the implications of this generalization. The impetuous nature of the adult education movement has created a multiplicity of new administrative problems, differing somewhat in nature and in scope from those confronting traditional public

¹⁸Thomas Gordon, Group-centered Leadership (New York: Houghton-Mifflin Co., 1955), p. 51.

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school education. One of the purposes of this study is to identify these problem areas, and point out the methodology utilized by professional adult educators in dealing with them.

Recent evidence from research in the area of adult education indicates that the major problem is the lack of professionally qualified personnel to assume positions of leadership as directors and administrators of public school programs.¹⁹ There are probably two logical explanations for this shortage in trained personnel: one can be attributed to the failure of higher institutions to modify or broaden their administrative training programs to encompass the area of adult education. Many colleges and universities have instituted classes in adult education at the graduate level, but only a few have actual programs designed specifically to train adult education leaders.

The second reason for the critical shortage of trained personnel is the nebulous nature of the adult education director's administrative functions, thus making it extremely difficult to define or delimit the scope of the position. To the author's best knowledge, no professional literature has been written expressly for the purpose of analyzing or defining the role of the adult education administrator as he

¹⁹Harry A. Overstreet and Bonaro W. Overstreet, Leaders for Adult Education (New York: American Association for Adult Education, 1941), p. 3.

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carries on his various duties and responsibilities. There is a need for information of this type to which public school officials and other professional educators can refer in attempting to understand the duties and responsibilities of directors of adult education. This need is entirely comprehensible when one considers the manner in which new programs have mushroomed throughout the nation.

Because of this lack of information and because of the nebulous nature of the administrative functions in adult education, individuals are often selected as directors who prove inadequate and unsuited for the position. This is most unfortunate, not only for the individual selected, but even more so for the community involved. For this type of a position requires an extremely competent individual--one who possesses maturity, vision, administrative ability, and a personality that is capable of adjusting itself to the myriad of roles and expectations of the community which he serves.

The adult education directorship is not an administrative stereotype; neither is it burdened with tradition. On the contrary, it is a comparatively new and unique administrative position, determined by and dependent upon the needs, interests, and desires of the adult populace which it serves. In this respect, it offers wide divergence from traditional school administrative positions.²⁰

²⁰Paul H. Sheats and Others, Adult Education (New York: The Dryden Press, 1953), pp. 146-147.

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The need for professionally-trained leaders in public school adult education is pressing. The job of training such leaders is the task of institutions of higher learning. However, valid, empirical data must be made available to these institutions before their staffs can be expected to fulfill the existing need. These staffs have to be informed--to know and understand what the director does on the job, how and why he functions, and what kinds of roles he has to assume in order to deal effectively with the multitude of community agencies and organizations he invariably encounters.

It is hoped that the results of this study will prove valuable in the formulation of a practical training program for prospective administrators of public school adult programs based on the practices, techniques, and personal views of those individuals now actively engaged in administering such a program.

Organization of the Thesis

This chapter has presented the social setting for the study, a statement of the problem, a brief background and need for the study, the limitations and scope, a definition of terms, and the importance of the study.

In Chapter II the review of the literature relevant to this study is presented. This consists of a brief historical basis, a summary of public school adult education, a reporting of studies made and books written with respect

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to the administration of adult education, and a look at higher institution programs in the field of adult education.

Chapter III consists of a discussion of the methodology and procedures utilized in carrying out this research. This includes the processes of formulating the questionnaire, establishing the sample, carrying on the interviews, and analyzing the data.

Chapters IV, V, and VI represent the content and the "findings" of the study. Each chapter is devoted to a presentation and a discussion of the findings.

Chapter VII is concerned primarily with the major implications of the results of the study for a possible graduate training program.

Chapter VIII includes a summary of the major findings with accompanying conclusions and some suggestions for further study.

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CHAPTER II

REVIEW OF LITERATURE

Introduction

Adult education exists in every complex culture in the world. It appeared in America in organized form after the Civil War in the evening schools, the Chautauquas, and the Lyceums. However, the specific classification of these programs as adult education did not come into general usage until after 1924. Both voluntary and public school adult education had already made substantial progress by the time it was "labeled." To be sure, the term Adult Education is a relatively new name for an old practice; for the education of adults has been going on from time immemorial. Actually, it was the first form of education to be definitely established in America. The American community began, quite early, to develop the instrumentalities of a more systematic education for adults.

The English treated elementary schools with indifference; and they devised to educate leaders to the tenets of the state church, so far as religion might go, and who would sympathize and agree with the English aristocracy, so far as politics was concerned. In like manner, New England leaders were solicitous for that kind of education which tended to maintain the existing religious beliefs and to preserve their own leaderships.¹

¹W. Carlton, Economic Influence Upon Education (1908), p. 16, cited in Joseph K. Hart, Adult Education (New York: Thomas Y. Crowell Company, 1927).

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The preceding quotation depicted the early feelings of colonists toward the education of adults. Unfortunately, within the last century, education has become more or less identified with schooling. As a result, it has been devoted almost exclusively to the age levels of childhood and adolescence. The adult generations have not been considered in the category of "need." Ironically, this pattern has taken place in a century of unprecedented social and industrial change--a century that by specific design should have devoted a major portion of its energies to the education and re-education of adults for intelligent living within a complex society and a changing world.

World War II indicated the imperfection for a democracy of any scheme that identifies education with schooling, and that limits either schooling or education strictly to youth. The post-war period further demonstrated that the human race must really educate itself, or perish. This factor, together with the great sociological changes taking place in society, fanned the flame and gave credence to the adult education movement.

The field of adult education is now an accepted member of the growing educational family. As a result of universal recognition and the subsequent integration of adult education into the total public school program, literature pertaining to adult education began to appear with regularity in the form of textbooks, educational publications, and various periodicals. However, the area concerned with administration of public school

adult education has been noticeably devoid of literature. Moreover, there has been very little research reported which could be considered relevant to the duties and responsibilities of public school adult education directors.

In view of the preceding discussion, the author has analyzed, briefly, the historical factors that provided the cultural background for the modern movement in American adult education, together with the creation of the adult education director's position in the public school program.

Historical Factors

American adult education has not been of a single or systematic character.²

It was never a folk movement like that undertaken in Denmark; it never assumed the form of a movement for the intellectual improvement of the "working class" as in England; nor has it ever been so vital a concern of the government as to induce a concerted attempt to propagate a political philosophy as manifested in Russia and in pre-war Italy and Germany. It has, as a matter of fact, assumed--superficially at least--a formless character. This is readily understandable when one visualizes the tremendous variety of agencies, purposes, and people with whom the movement has been associated. In reality, in spite of apparent lack of

²Lyman Bryson, Adult Education (New York: American Book Company, 1936), p. 13.

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direction, adult education has penetrated into more phases of American culture than in any other nation. In addition, the American adult education enterprises have been voluntary, and have expressed the complexity and vitality of American life.

Bryson lists four institutions, none of them uniquely American but all indigenous in development and in character, which played significant roles as historical forerunners of the modern movement. These are the lyceums, the chautauquas, the correspondence schools, and women's clubs.³

The lyceums were genuine adult education enterprises, and formed a common part of the social life before the establishment of the public schools. Some historians contend that the American public school received popular support because of things said and done at lyceum meetings. Josial Holbrook listed among the things he thought lyceums could do, "to increase the advantages and raise the character of existing district schools."⁴

The chautauquas created interest in many types of adult education: music, art, drama, study groups, and current issues and problems. By virtue of its reading circles and recommended lists of books, the influence of

³Ibid., pp. 13-17.

⁴John S. Noffsinger, Correspondence Schools, Lyceums, Chautauquas (New York: The Macmillan Company, 1926), pp. 99-145.

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the Chautauquan Institution on the adult population has been great.

The third institution, the women's clubs, has proven to be one of the most remarkable of all historical agencies of adult education. Technological advancements in America brought about basic sociological changes in the home, and deprived the householders of their economic functions, thus providing the impetus for the origin of these clubs. No other agency can claim the success at adult self-improvement as the Women's Clubs of America.

The last institution that Bryson cites is the correspondence schools, a carryover from European formal education. The legacy of these unique institutions lies in the results of their long campaigns to arouse and stimulate people to a realization of the advantages of continuing education. It is significant to note that prior to World War II, there were more people enrolled in commercial correspondence courses than there were in all the higher educational institutions of America.⁵

Kempfer cites the following milestones in the historical development of American adult education.⁶

<u>Year</u>	<u>Occasion</u>
1661	Earliest reference to evening schools, New Amsterdam (New York)

⁵Bryson, op. cit., p. 22.

⁶Homer Kempfer, Adult Education (New York: McGraw-Hill Book Co., 1955), p. 6.

<u>Year</u>	<u>Occasion</u>
1826	First lyceum started
1833	First tax-supported library
1859	Cooper Union forums opened in New York City
1873	Society to Encourage Studies at Home founded
1874	Chautauqua institution founded
1876	University extension movement
1883	The Correspondence University founded at Ithaca, New York
1911	State Board of Vocational and Adult Education established
1914	Smith-Lever Act established the Extension Service in U. S. Department of Agriculture
1917	Smith-Hughes Act established vocational education in public schools for adults and youth above fourteen
1918	First full-time state supervisors of adult education appointed
1918	First vocational rehabilitation law
1924	Department of Adult Education established by the N.E.A.
1926	American Association for Adult Education
1926	National Home Study Council organized
1932	Des Moines selected for 5-year forum experiment
1933	Federal emergency program of education started for youth and adults
1935	American Youth Commission organized by American Council on Education
1936	Federal forum project inaugurated by U. S. Office of Education
1940	Vocational and military training established for youth and adults through national defense plan
1942	Armed Forces Institute established
1946	UNESCO founded
1947	National Training Laboratory in Group Development organized by N.E.A.
1951	Adult Education Association of United States organized
1951	Fund for Adult Education established

Public School Adult Education

The preceding discussion of the literature has made little mention of the role of the American Public School in the adult education movement. Historically, up until World

War I when the schools were made the instrument of an impulse to "Americanize" the large immigrant sections of the nation, the public school maintained what Sheats has termed a "scarcity theory" of education. However unethical the pressures exerted in Americanization on the school were, nevertheless, they served as a potent factor in breaking down the traditional attitude of professional educators toward community education.⁷

With the decline of ardent nationalism at the end of World War I, the high interest in Americanization programs waned. The decrease in the number of immigrants and the subsidence of wartime hysteria were chiefly responsible for decrease in interest. Moreover, a striking change took place in the attitude of both teachers and students. Classes were created to keep alive old world handcrafts, foreign languages became popular, folk festivals were held, and immigrant students were encouraged to take pride in the culture of their native-lands. Such basic changes in curricula, coupled with the fact that Americanization classes were being attended more and more by native-born citizens, made it evident that the term "Americanization" was no longer appropriate. Hence, a great deal of the work came to be called by the more inclusive term, "adult education."

⁷Sheats, and Others, op. cit., passim.

The concept of adult education as predominantly a remedial activity has been superceded by concepts of service much broader in their application to community needs. The perception of adult education as a lifelong process of learning has been characteristic of both the literature and the thinking in the field for the last decade. This line of thought affected the philosophy of both higher education and the public school. In the latter, the influences of these new concepts of service created a renaissance in the attitudes of public school officials toward their roles and responsibilities in community education.⁸

In an attempt to formulate a statement of consensus of professional workers in the adult education field, McClusky proposed three administrative responsibilities of the American public school for the organization and administration of adult education: They are (1) to provide such educational facilities and services as it can offer more effectively than other agencies, (2) to cooperate with and assist non-school agencies with an educational function to increase the value of their educational services, and (3) to take or to see that some other agency takes chief responsibility for the coordination of the non-school educational activities of the community, unless some other agency is effectively carrying on such leadership.⁹

⁸Ibid., pp. 144-174.

⁹Howard Y. McClusky, "Adult Education and Public Schools," University of Michigan School of Education Bulletin, 16:65-69, February, 1945.

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The responsibilities of the public school are further expressed succinctly, and to the point in the following statement:

Public schools in a democracy are responsible for meeting the educational needs of all the people of any age group when such needs are consistent with the public interest and public welfare. This responsibility does not require the duplication of educational facilities controlled by non-public groups already satisfactorily meeting educational needs nor the elimination of such non-public organizations. However, the responsibility requires the public schools to act as the judge of the adequacy of other educational organizations. This latter provision exists in part in the right given most state departments of education to accredit or to refuse to accredit public or private schools within their jurisdiction.¹⁰

Thus far, an attempt has been made to trace the historical factors that led to the present movement in public school adult education; and to provide somewhat of a historical basis for the creation of an adult education administrative position.

The Adult Education Director

Perhaps the most comprehensive discussion of the functions of an adult education administrator was presented by Snow. He enumerated the director's responsibilities as follows:¹¹

¹⁰Sheats, and Others, op. cit., p. 146.

¹¹Robert H. Snow, Community Adult Education (New York: G. P. Putnam's Sons, 1955), pp. 42-43.

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(1) Conferring with individuals and advisory groups to evaluate the program; to plan modifications of program or to outline new activities.

(2) Interviewing prospective instructors or group leaders. Contracting volunteer leaders.

(3) Briefing leaders who have undertaken assignments. Working out instructional plans with leaders and other interested persons.

(4) Assembling study materials and equipment. Producing locally prepared materials.

(5) Arranging for use of facilities. Scheduling activities.

(6) Publicizing activities. Arranging for registration of participants.

(7) Supervising activities in progress.

(8) Conducting in-service training for leaders.

(9) Maintaining communications necessary for program operation.

(10) Conducting evaluation procedures through assessing reactions of participants.

(11) Collecting and accounting for fees.

(12) Preparing and administering budgets.

(13) Examining and purchasing supplies and equipment. Keeping inventory lists.

(14) Handling payrolls.

(15) Reviewing written reports and correspondence.

(16) Keeping many types of records.

(17) Planning cooperatively with other community agencies.

(18) Maintaining information and referral services.

(19) Preparing reports.

(20) Interpreting the program to the community.

In discussing the need for trained leaders in adult education, Snow has this to say:

There is a growing awareness of the need for competent full-time organizers and administrators in the adult education field; with ample training and experience to qualify them for this type of public service.¹²

Since most of the director's tasks involve intimate associations with other people, Snow felt that the administrator must have skill and insight in human relations,

¹²Ibid., p. 39.

be tactful and diplomatic, and exercise infinite patience. Furthermore, he must display foresight in organizing projects, be businesslike, and have a high degree of emotional stability. Human Relations, Snow cited, as the outstanding prerequisite of a successful public school adult educator.

Debatin feels that the adult director should have a far-reaching, comprehensive training in education. In addition, he should have a keen knowledge of administration and organization. His office staff should be selected with care, for these people will be dealing directly with adults and must be able to cope with the problems and the situations they will inevitably face. Debatin cites supervision, membership in various community organizations, orientation, the maintenance of records, scheduling, and in-service training as other responsibilities of the adult education director.¹³

Spence and Shangold found that directors generally had responsibility for planning the program, securing the teachers, organizing schedules, publicizing the program, keeping records, and were active in public relations and community activities. The amount of responsibility delegated by the superintendent varied, particularly with respect to the budget. They found also, in analyzing the administrative

¹³Frank M. Debatin, Administration of Adult Education (New York: American Book Company, 1938), pp. 229-254.

duties of the director, that the following types of activities were most prevalent: (1) Survey of existing facilities for adult education in the community to determine needs and the part of the public school in the total program; (2) Securing of expressions of desires of adults for contents of the educational program; (3) Assistance in securing competent instructors and adequate facilities for the program; (4) Registration of attendance and enrollment records and of necessary reports to local board of education and State Department; (5) Making of accurate payroll reports to board of education; (6) Supervision of building during hours of classes; (7) Guidance and counseling of students; (8) Evaluation of effectiveness of program through observation, student reactions, etc.; (9) Promotion of desirable cultural as well as vocational activities; (10) Follow-up of students to determine reason for drop-outs.¹⁴

Some professional adult educators approach the functions of a director with a much broader perspective. Essert exemplified this approach in the following list of functions:

1. Keep abreast of the best knowledge and practices in the field.
2. Extend public school services to other adult education agencies, clubs, and study groups, in materials, program planning and educational consultations.
3. Identify voluntary group associations and implement their efforts to develop educational objectives.

¹⁴Ralph B. Spence and Benjamin Shangold, Public School Adult Education in New York State, 1944-47 (Albany, New York: University of State of N. Y. Bulletin No. 1391, May 1, 1950).



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4. Organize, evaluate and reorganize the public school program in the light of changing needs.

5. Develop and service a community adult-counseling and group-life center in cooperation with other agencies.¹⁵

Professional Training

Houle reports that teachers' colleges and university departments of education have not yet assumed the responsibility for the professional training of administrators of adult education activities. He states that a great deal of this needed training is accomplished elsewhere in academic circles--in schools of business, library service, agriculture, and home economics, while an even larger amount is sponsored on an in-service basis by operating agencies through formal courses.¹⁶

From an inquiry into the content of university course offerings in adult education, Houle found that the major emphases fell into four major categories: First, to provide an understanding of the basic nature of adult education or of the adult education process; second, to indicate the influence of social factors and trends in creating adult needs; third, to enumerate and describe the agencies and their areas of service in adult education; fourth, to indicate how adult educators can solve certain specific problems which they encounter.

¹⁵Essert, op. cit., pp. 183-184.

¹⁶Cyril O. Houle, Opportunities for the Professional Study of Adult Education, Adult Edu. Bulletin, April, 1947, pp. 100-107.

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Transposed or interpolated into curriculum areas, these would likely fall under philosophy and history of adult education, sociology and social psychology, and the organization and administration of adult education. No mention was made of such areas as guidance, public relations, or leadership training. In essence, the overwhelming majority of those universities responding offered what might properly be considered "survey" or orientation classes.

In this study by Houle, several responses by professors indicated the immediate need for training leaders. One such respondent replied as follows:

The training of adult education directors seems to be our most pressing need in the state of Michigan at present. They are asking for help from institutions of higher learning which they, themselves, should be able to render. Our big task, therefore, is to furnish laboratory situations in which they can learn certain democratic techniques under guidance.¹⁷

In another more recent study of professional training programs in adult education, Hendrickson and Spence provided some relevant data also pertaining to this area.¹⁸ In this study, a survey was conducted among all institutions which, according to professional journal lists, have offered professional training in adult education during any of the past five summers, plus all land-grant colleges and universities with enrollments exceeding one thousand. Information

¹⁷Ibid., p. 105.

¹⁸Andrew Hendrickson and John A. Spence, "Professional Training Programs in Adult Education," Adult Education, September, 1953, pp. 191-192.

was requested concerning courses, seminars, workshops, and institutes for the 1952-53 academic year, designed particularly for training in adult education. Included also was a listing of degrees available to individuals specializing in adult education.

The authors reported that 75 per cent of the 96 institutions had responded. The responses revealed that 41 institutions were including professional adult education offerings in their 1952-1953 academic year programs. Fourteen offered degrees to persons desiring to specialize in adult education, with provisions for both master's and doctor's degrees.

In addition to those institutions awarding degrees, 27 provided special offerings for adult education training. These ranged from non-credit institutes to a total of twelve semester hours of work. Several of the 27 colleges and universities offered adult education as a minor area of specialization, while the University of California was the only school which reported extension and correspondence courses in the field.

Hendrickson and Spence also found a wide variety in the numbers of offerings. The most popular approach was through the media of individual problems and research. Other common types of offerings listed were general survey courses, methods, adult psychology, group procedures, seminars, administration, and field experience.¹⁹

¹⁹Ibid., p. 192.

[illegible]

Although the survey revealed a noticeable increase in institutional interest in the adult education area, still, the variety of course offerings manifests the tremendous fluidity of the adult education curriculum. This trait, in itself, is not an indictment of curricular trends, for in many instances, flexibility is desirable. It does seem, however, to indicate a degree of disparity between the pressing needs of public school adult education and what higher institutions are doing about it. Most competent observers of the public school scene feel that the professional training of adult education administrators is the primary need. A survey conducted by Dillon and Tomlinson was directed toward identifying director training and qualification. The authors of this study observed:

Services alone do not make up an adult education program. The quality of personnel selected to implement the program is of prime importance, for the ultimate fate of all programs in adult education is determined to a great extent by the personal qualities and professional training of the director and his staff. The most immediate crisis appears to be the lack of professionally qualified individuals who are imbued with the personal qualities necessary to assume leadership roles as directors of adult education.²⁰

The results of the survey by Dillon and Tomlinson also divulged a number of areas in which respondents felt the adult administrator should have professional training. They

²⁰Harold J. Dillon and William H. Tomlinson, "The Adult Education Director--His Qualifications and Training," College of Education Quarterly, April, 1956, p. 3.

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listed, (1) the psychology of adult learning, (2) the philosophy of adult education, (3) administration, organization, and supervision of adult education programs, (4) promotion and public relations, (5) guidance and counseling, and (6) research. The authors concluded from the survey that the director should have had considerable classroom experience, some administrative training, be a fluent speaker, and be ably qualified to interpret educational programs and evaluate results.

Summary

This chapter has presented a series of historical factors which set the stage for the modern movement in adult education, and paved the way for the emergence of the American public school in the leadership role. A unique administrative position evolved from this broadening of public school education philosophy--the director of adult education. Little professional materials have been published concerning this position, and no studies are known, at this time, in which an actual "job analysis" of the director's administrative functions has been carried out. In addition, only a few higher institutions in America have graduate programs designed specifically to train adult education leaders. Those programs that are mentioned in the literature do not appear to be functional.

CHAPTER III

PLANNING AND CONDUCTING THE STUDY

The major purpose of this study was to analyze the duties and responsibilities of public school adult education directors in specified administrative areas. The assumption was that such an analysis provides an appropriate basis for a proposed graduate training program designed to train prospective leaders in the field of adult education. It was felt that such a study would prove valuable to those public school systems contemplating the establishment of an organized program for adults as well as to those higher institutions currently seeking a basis for curriculum content relevant to the training of future adult education leaders.

General Methods of the Study

The field research for this study was carried out between January, 1956, and June, 1956. The area covered was limited to the lower peninsula of Michigan. The adult education programs selected for this study were twenty-five in number. The sample was purposive, and was limited to public school-sponsored programs.

The nature of the data being sought made it necessary to first identify a number of major organizational classifications into which adult education administrative practices

might be placed. A review of the literature pertaining to administration, together with considerable discussion of this problem with professional adult educators, prompted the writer to begin with five main categories of administrative procedure as the major organizational divisions of this thesis. They were:

1. Program Administration
2. Organization Procedures
3. Management
4. Guidance Services
5. Public Relations

In addition to the five major categories listed above, two more areas of investigation were added during the process of refinement.

With the major problem identified and the general areas of investigation determined, the question of treatment of data became primary. A quantitative approach was decided upon. Study of the research techniques most adaptable to the normative survey indicated that the personal interview might be most appropriate to elicit the kinds of data desired. Several other factors also tended to have a bearing on the choice of research technique. First of all, as Young points out, the interviewer has the advantage of personal contact which often results in the revelation of attitudes or information not otherwise obtainable through the mail-type

questionnaire.¹ Second, the very nature of the study necessitated the procurement of numerous factual details in addition to opinions. Third, personal contact with the adult education directors permitted the investigator to observe programs, to collect data and materials relating to curriculum and other areas, and to carry on informal interviewing. Finally, the professional experience of the writer in the field of adult education gave him valuable contacts with many of the leaders of the public school movement in Michigan. This close affiliation with adult education leaders has helped to keep the investigator abreast of the problems, issues, and trends current in the field. Because of this professional relationship with program administrators, it was felt that the personal interview technique would yield the most complete data.

The problem of sampling is also handled more appropriately by this technique. Jahoda comments on this point as follows:

Surveys conducted by personal interview have an additional advantage over surveys conducted by mailed questionnaires in that they usually yield a much better sample of the general population. Many people are willing and able to cooperate in a survey when all they have to do is talk.²

¹Pauline V. Young, Scientific Social Surveys and Research (New York: Prentice-Hall, Inc., 1949), p. 245.

²Marie Jahoda, and Others, Research Methods in Social Science, Part I, Basic Processes (New York: The Dryden Press, 1951), p. 159.



The interviews were conducted on a schedule basis, with an attempt made to observe the program on the same day as the interview. Formal interview lengths varied from two and a half to five hours. The rapport established with the respondents was excellent in view of previous professional relationships enjoyed by the investigator.

In addition to the formal interviewing method, direct observation and informal interviewing were other techniques used during the course of the study. Observation provided the investigator with an opportunity to witness the enthusiasm generated by the program as well as a chance to evaluate the organizational structure and general administrative patterns. Informal interviewing was of great value in attaining some knowledge of administrative problems. This highly flexible procedure was most useful in exploration. Its value in research lies in its adaptability to the real problems of respondents rather than having them answer a fixed set of questions. Definitions of the situation then emerge that appear to constitute an accumulative index of administrative orientation. Data gathered in this informal manner can be controlled by indirectly cross-checking the answers of different respondents.

In an effort to complete the research without a distorted view, the investigator discussed the adult programs in each community with students, teachers, members of advisory councils, and staff members. Various significant



comments and opinions arising from these discussions were integrated into the content of this thesis.

Construction of the Instrument³

The major research instrument used in this study was the structured interview questionnaire. Such a questionnaire serves two major purposes: First of all, it must be designed so as to translate the research objectives into specific questions. The answers to these questions will then provide the data necessary to test the hypotheses or explore the area set by the research objectives.⁴ Each question must, therefore, convey to the respondent the idea required by the research objectives. In addition, each question must obtain a response which can be analyzed in terms of the research objective.

The second major function of the questionnaire is to provide assistance to the interviewer in motivating the respondent to communicate the required information.⁵ It is important to recognize that the questionnaire contributes much in determining the character of the interviewer--

³See Appendix A.

⁴F. Festinger and D. Katz (eds.), "The Collection of Data by Interviewing," Research Methods in the Behavioral Sciences (New York: The Dryden Press, 1953), pp. 340-341.

⁵Ibid., pp. 340-341.

respondent relationship, and consequently, the quantity and quality of the data collected. This point is often overlooked in questionnaire design.⁶

The questionnaire design must flow logically from the specified research objectives. It must anticipate the analysis of the data. The key to the ultimate success of the above criterion is Comprehensiveness.

The most important problem in questionnaire design is its comprehensiveness.⁷

This factor was uppermost in the investigator's mind when he drafted a tentative instrument with five major categories or areas of study, together with a section devoted to the background and training of adult education directors. Altogether, there was a total of eighty-seven items of sub-categories included on the original questionnaire. This was revised several times during the pretesting period.

The instrument was refined by submitting it to several doctoral seminars in adult education at Michigan State University. The students enrolled in these advanced seminars critically appraised the questionnaire, and made valuable contributions to its refinement. As a result of their suggestions, another major area was added to the instrument. This area involved the role of the director in the community,

⁶Ibid., pp. 340-341.

⁷F. Mosteller, Pre-Election Polls of 1948, Report to the Committee on Analysis of Pre-Election Polls and Forecasts (New York: Social Science Research Council, 1948), p. 149.

and brought the final item total up to ninety-eight. The doctoral seminars also were of valuable assistance in editing the phraseology of the questionnaire, changing and deleting numerous sub-categories and items.

The revised instrument was then presented to a group of professional adult educators who made minor modifications and changes. A pretest of the questionnaire was made by selected individuals from colleges and universities, from the Kellogg Center for Continuing Education at Michigan State University, from the Michigan Department of Public Instruction, and from the public school field. The instrument was then deemed ready for usage.

In its final form, the questionnaire was both structured and open-ended, with the major emphasis on the latter. Both techniques yield valid data if utilized correctly. The matter of choice appears to be entirely situational. Lazarsfeld contends that a consensus between the two techniques characterizes good research.

Good research consists of weaving back and forth between open-ended interviews and the more cut-and-dried procedures.⁸

Determining the Sample

According to the most recent statistics released by the Michigan Department of Public Instruction, there are

⁸Paul F. Lazarsfeld, "The Controversy Over Detailed Interviews--An Offer for Negotiation," Public Opinion Quarterly, No. 8, 1944, p. 60.



currently 200 general adult education programs in Michigan functioning under the auspices of the public school. Out of this total, approximately twenty-one have full-time adult education directors whose sole responsibility is the administration of the adult program. The remainder have either a part-time director, or the school authority has taken the responsibility on as an additional duty. This latter pattern is characteristic of the nation at large. Many of these programs operate purely on a marginal basis, and are almost completely self-liquidating. Some of the larger cities in Michigan have programs which amount to little more than an adult evening school, carrying on a remedial-type program.

After consultation with College of Education faculty members from Michigan State University, purposive sampling was decided upon as the most logical method for the study. This decision was predicated on the fact that a significant percentage of adult education programs in Michigan are in the organizational phase. It was felt that a realistic picture of the adult education director's duties and responsibilities could better be obtained through studying the more established programs in the state. The sampling was based on an expert-judgment criteria. The criteria used for an established program were as follows: (1) magnitude of the program in relation to community population; (2) high degree of class retention; (3) high level of staff and

administrative enthusiasm; (4) a diversified, yet well-balanced curriculum; and (5) degree of community involvement in the planning and implementation of the program.

Twenty-five adult education programs were selected. Sixty-five per cent had individuals who occupied the position of adult education director on a full-time basis. This represented approximately eighty per cent of the total number of programs in the state having directors of adult education.

The expressed opinions of a large number of judges of varying merit are probably of less value than the judgment of a selected few experts, who clearly understand the question and are qualified to answer it appropriately.⁹

The above quotation shows the writer's sentiment toward the limitations placed on selection in the study. The public school programs selected were represented, in the main, by prominent adult educators who have had the benefit of a rich, diversified experience level in the problem area. These administrators were capable of supplying mature opinions with respect to the many phases of the study.

Analysis of Data

The data gathered through personal interviews by the author were analyzed systematically by a committee of advanced graduate students, selected by Dr. Harold J. Dillon,

⁹Eric R. Baber, "A Critical Appraisal of Internship Theories and Practices Relating to the Professional Preparation of Educational Administrators" (unpublished Ed.D. dissertation, School of Education, Michigan State University, 1953), p. 6.

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Professor of Adult Education at Michigan State University. This committee, cooperating with the author, made a detailed analysis of the data by tabulating it according to the administrative categories provided by the questionnaire. Comparisons among programs were made in order to identify practices common to all programs as well as to identify those unique to individual programs.

The remainder of the data compiled from informal interviewing and direct observation were integrated into the thesis by the author.

Summary

The methodology utilized in this study is based on two factors: (1) the realization that public school-sponsored adult education in Michigan is in the developmental stage; and (2) the close affiliation the writer has had over a period of years with leaders in the adult education movement. The first factor served to validate the selection of purposive sampling as a means of identifying programs to be studied; the second justified the use of the personal interview technique as the major research instrument. In addition, direct observation and informal interviewing were supplementary techniques employed.

Twenty-five Michigan communities were selected on an "expert-judgment" criteria basis. The questionnaire used was both structured and open-ended. It was designed to

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analyze the duties and responsibilities of the director in the areas of administration, organization, management, guidance, and public relations. In addition, one sector of the instrument was devoted to the background and training of the respective administrators, while still another was concerned with the role of the director in the community.

CHAPTER IV

ADMINISTRATIVE PRACTICES IN ADULT EDUCATION

PART I

Introduction

Organizational research is frequently productive of administrative anxiety,¹ since research may prove to be disturbing to an organization. The likelihood of this increases when organizations are somewhat insecure. In general, this study revealed three major impediments to the professional growth and development of public school adult education in Michigan which greatly contributed to a sense of insecurity among program directors. These were: (1) marginality of the operation of adult programs; (2) the dependency of public school programs upon what might be termed an "enrollment economy"; and (3) the relatively low degree of professionalism found among its teaching personnel.² An awareness of these factors is basic and essential in order for one to more clearly understand the nature of administrative practices in public school adult education.

¹Robin M. Williams, Jr., "Applications of Research to Practice in Inter-Group Relations," American Sociological Review, 18 (February, 1953), 78-83.

²Clark uses these terms in a similar context with reference to California public school adult education. See: Burton R. Clark, Adult Education in Transition (Berkeley: University of California Press, 1956), passim.

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Marginality. The results of this study have indicated that the adult education programs studied tended to be sustained on a marginal plane. As such, they were generally supported on a year-to-year basis. Criteria for resumption of a program were based on its success in terms of enrollment and general community acceptance. Complete identification and integration with the regular public school program were observed in a minority of cases. Marginality was a leading cause of insecurity among adult directors, and contributed to the large degree of program fragmentation observed in this study.

The enrollment economy. Data from this research have pointed out that from thirty to forty per cent of the funds necessary to maintain programs were obtained from registration fees. Most programs, then, operated on a semi-self-liquidating basis. The significance of the "enrollment economy" lies in the dependency of programs, in general, upon class enrollments for survival. Without this source of financial assistance, the majority of programs studied would not have been able to operate. This factor was complementary to that of marginality.

Low degree of professionalism. The third major impediment to growth was the relatively low degree of professionalism found among adult education teachers, in general.³

³The expression, "relatively low degree of professionalism," implies a comparative framework. In this

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It follows that adult education teachers cannot be considered a distinct work group, inasmuch as employment is only part-time and usually temporary. The effect has been that adult education personnel seemed to be somewhat isolated from the regular public school teaching force. As will be seen in this thesis, the results of a low degree of professionalism were manifested in the difficulty encountered by directors in attempting to maintain consistent standards in the various administrative areas.

The three major impediments cited in the preceding discussion were characteristic of the Michigan public school-sponsored adult education programs included in this study. Their relevance to the basic objectives of this study was emphasized by the subsequent effect they have had on the administrative practices of local directors.

The remainder of Chapter IV will be concerned with the basic administrative orientation of adult directors, and the various aspects of the organizational-administrative functions as they were perceived of by directors.

Administrative Orientation of Directors

The basic orientation of the Michigan adult education directors interviewed presented an interesting contrast to that characteristically found among public school administrators. Directors generally tended to face outward, toward context, the implied comparison is to the professional standards and formal codes established among the regular public school teachers.

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clientele and community groups, and less inward toward institutional pressures and traditional rules. Diffuse goals and insecurity, among other things, fostered this sensitivity to outside demands. These factors, together with the pressures of the enrollment economy, lay the basis for a strong "other-directed" orientation on the part of program directors. In essence, the pressures of the job itself forced "other-directedness" regardless of character type.⁴

The real significance of the "other-directed" orientation was manifested by the kinds of administrative practices the directors perceived of as being most important. In descending order of importance, these were: Public Relations, Administration, Community Involvement, Organization, and Adult Counseling. In California, where public school adult education has achieved stability and status, the administrative orientation of adult education administrators is evidenced by the following description:

⁴In this context, the term "other-directed" is utilized to refer to the basic orientation of a work role. Sociological studies of administrators have indicated a tendency for them to be "inner-directed." David Riesman uses these concepts to depict the types of human character in contemporary society. As contrasted to "inner-directed" behavior, "other-directed" is sensitive to outside influence and cues. Of special significance in this thesis is the fact that other-directed behavior can be the product of mandates as against the dictates of personality. See David Riesman, The Lonely Crowd (New Haven: Yale University Press, 1950), passim.



In Los Angeles we like to have principals organize and direct the program in the various communities. We want the principal to be one who has extensive community contacts. We want him to be enthusiastic, to be a promoter; to be an evaluator; to be one who is alert to organize and develop any proper educational program, in any place at any time, which will serve the adult community in which his school is located.⁵

The preceding quotation might easily be transposed into a similar set of expectations for Michigan adult education administrators. Interviews disclosed that directors were expected by their superiors to canvass their communities in search of new ideas for their programs. They were expected to participate in community associations, and be present at community affairs. They were supposed to be effective "public relations" men, constantly promoting good community relations and establishing a positive public image. They were also expected to be "joiners," especially of influential community organizations.

The model administrator seemed to be the promoter-type, the one who could go out into the community and "sell" his program to the people. This he accomplished by playing the role of service to all kinds of religious, social, civic, professional, and public agencies. The "other-directedness" of adult administrators was further emphasized by the fact that seventy-six per cent of them belonged to one or more of the various organized social and civic associations or

⁵E. Manfred Evans, "Adult Education in Los Angeles City Schools, 1948-49," New Los Angeles School Journal, 32, No. 3 (October 18, 1948), 4.

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agencies existing in their community. Table I gives a clear picture of the degree of directors' affiliations.

TABLE I
PER CENT OF DIRECTORS WHO BELONGED TO ONE OR
MORE COMMUNITY ORGANIZATIONS

Directors Belong to One or More	Active In	Exert Leader- ship In	Belong Only
76%	68%	60%	32%

It is important that one obtains a clear picture of the basic administrative orientation of Michigan directors in order that subsequent descriptions of their administrative functions will be more readily understood. The out-going, other-directed characteristics of directors were indicative of the general pattern that administrative practices assumed throughout the study. From all available sources of data, it was apparent that the administrative orientation of the program directors was basically community-centered, and was the product of role mandates as opposed to the dictates of personality.

Status of Director

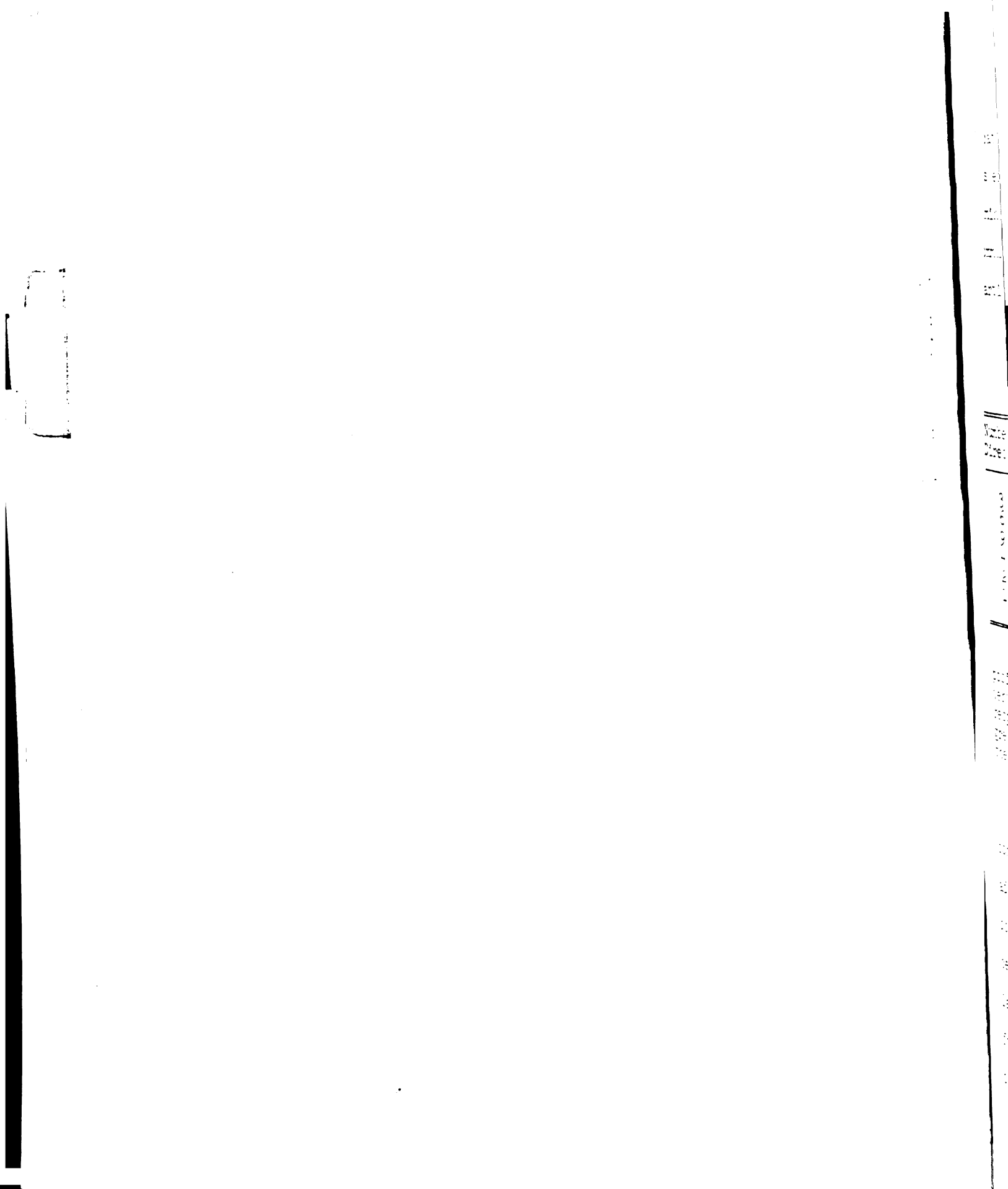
In twenty of the twenty-five programs studied, the adult education director was directly responsible to the superintendent of schools. The degree of authority actually exhibited was minimized but, nevertheless, it existed. In

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cities where a community college development was emerging, the adult education program became its major branch and fell under the administrative Dean of the college. This transition has already occurred in a number of Michigan communities. Some observers of the present adult educational scene feel strongly that the adult education program should be divorced administratively from the superintendent's authority. However, this break from traditional administrative structure was observed only where a community college has developed.

The accelerated growth of public school adult education and the emphasis placed on its ultimate societal value have given increased status to the adult education director. In larger school systems, the director held a staff position equivalent to that of a secondary principal or, as in some systems, was given the title of assistant superintendent of schools. Where the adult program was a branch of the community college, the director usually had the title of assistant dean. Table II shows the equivalent rank and status of program directors.

A further indication of the growing status of the director was reflected in the centralized location of his office in the same building which housed the offices of those belonging to the Board of Education and the superintendent. On the surface, this may appear to be a somewhat trivial point. However, in the determination of status, the



location of office in relationship to the locus of authority was **extremely** meaningful. In the case of an adult education administrator, it signified proximity to the main lines of communication, and usually an assurance of some degree of participation in the decision-making process.

TABLE II
STATUS OF DIRECTORS¹

Number of Directors	Equivalent Public School Rank	Status of Directors
3	Classroom Teacher	Low status
6	Assistant Principal	Average status
9	Senior High School Principal	High status
4	Assistant Superintendent	Very high status
2	Assistant Dean	Very high status
1	Superintendent of Schools	Very high status

¹Status was based solely on the director's respective position in the administrative hierarchy. Directors were very conscious of their rank and equivalent status with respect to the regular public school staff. They were greatly concerned about the possibilities of isolation from their public school colleagues.

Fifty-six per cent of the directors were given almost complete freedom to formulate staff policies affecting the adult education program. Twelve per cent replied that they occupied an almost autonomous role in this area. Eight per cent relied mainly on advisory councils for policy formulation, while twenty-eight per cent stated that they conferred directly with the Superintendent of Schools or Dean of the Community College before making policy decisions.

From all outward appearances, it would seem that directors should feel secure in their positions. Such was not always the case. Although many occupied relatively high status positions in the administrative hierarchy, there was still a general manifestation of unrest and lack of direction.⁶

Informal discussions by the writer with directors indicated a general feeling of insecurity. However, this insecurity was not founded on fear of losing their jobs, but rather on strong feelings of isolation from the rest of the school system. Many felt that they lacked acceptance by the public school teaching staff. At the same time, there was a strong in-group sentiment. Data gathered from the formal interviews in the areas of management and community role confirmed the presence of group solidarity among adult education personnel.⁷

⁶An inquiry into the Los Angeles school system by Science Research Associates revealed similar kinds of attitudes also found among Michigan adult education administrators: "The (Adult Administrator) group seems to feel rather removed from the main channels of the education program, and apparently suffers from defeatism and pessimism, as demonstrated by a number of different items. Almost one-half of this group feels that there would be more opportunity for advancement in another place. They do not gain as strong a sense of "belonging" as other groups, even though they may work in the system for years. . . . A relatively large number would not choose teaching as their profession, were they to start over again. . . . They feel that they get too little attention from the administration, and that too many decisions are made without their consultation. . . . All of these items suggest that there is some unrest and insecurity felt by the principals in adult education." See: Science Research Associates, Inc., "Attitudes and Opinions of Educators," The Los Angeles City School System, March, 1953.

⁷See Section 3 of this Chapter pertaining to Management

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Relevant to this discussion is the fact that adult education in Michigan is in a transitional phase. Programs are just beginning to have an impact upon administrative leadership. Pressures and demands for extended services from community groups are certain to have some effect on the attitudes of local boards of education with respect to adult education programs. When changes in policy do occur at the local level, then it is highly probable that changes in organizational structure will also occur, integrating the adult program and giving adult administrators a needed sense of "belonging."

SECTION 1

Organization Procedures

Introduction. The purpose of this section is to present an analysis of the functions of the adult education director in the organization area. The major objective of program organization was to secure effective group action for operational efficiency. In reality, organization has no validity, "per se," but is simply the means through which a specific goal is attained.⁸

for examples of group solidarity on pertinent issues in public school adult education.

⁸ Arthur B. Moehlman, School Administration (New York: Houghton-Mifflin Co., 1951), p. 59.

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From the standpoint of organization, the dominant feature of general adult education in America is the multiple character of its manifestations. This multidimensionality stems primarily from two conditions: (a) the fact that adult education is the task of many agencies, and (b) the fact that it is only one of several tasks in which agencies are engaged.⁹ The point of significance for public school organization is the recognition that adult education is not an "institutional exclusive." This factor alone has serious implications for planning, promoting, and implementing the public school program.

The organizational responsibilities of directors included planning procedures, the selection of classes to be offered, the formulation of courses of study, and the preliminary steps necessary to insure an efficient and expedient registration. Inadequate planning of one's course of action in any of the above areas may result in administrative problems that could seriously hamper the total effectiveness of a program.

Within some of the programs studied, there was evidence of pronounced tendency toward over-organization. This trait inevitably led to a rigid, inflexible kind of program. However, research and experience alike indicate that the

⁹Howard Y. McClusky, "The Organization and Administration of Adult Education," Review of Educational Research, 20 (February, 1950), 224.

pendulum generally swings in the direction of insufficient organization upon the part of the adult education director and his staff. The cardinal rule, in order to avoid the pitfalls of both extremes, is to keep clearly in mind the principles and purposes of program organization. The practicability of a consistently sound philosophy of organization will be readily perceived if the administrator adheres to this fundamental rule.

Planning. The process of social organization does not operate automatically. Adult education functions through a definite organization of plans, procedures, personnel, material, and facilities. The operational efficiency is at all times contingent upon the quality, professional skill, and idealism of the personnel who breathe life into the mechanics of organization. Experience has demonstrated that personnel may be either handicapped or stimulated by organization. Hence, objectives are best attained by identifying the plan that most adequately satisfies the existing needs of the clientele.

In examining the basic organizational features of a public school program in adult education, the planning of the program was of primary importance. It obviously preceded all other facets of organization. The problem in planning was to determine in advance those indispensable elements of a program which seemed to guide its destiny,

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and to incorporate them into the actual administration of the program. It was axiomatic that finance and personnel preceded operation. Hence, the thorough planning of these two functional areas served to anticipate and prevent subsequent problems of an administrative nature.

This study revealed little program planning in the traditional sense of the term. The drift of programs, in most instances, was found to be relatively uncontrolled. This can be partially explained by the fact that student choice played a significant role in course determination. This position of dominance by the student body over professional personnel (with respect to influence on program content) was a central, defining characteristic of the programs studied. The implication of this dominance simply denoted that the lay side of the layman-educator relationship had a significant influence.

The value of a lay advisory council to assist in the planning process thus became apparent. If the director was able to perceive of his appropriate role in dealing with these councils, his position as leader was greatly enhanced. Even then, the "catering" relationship of the adult school to its clientele precluded the probability of an administrator ever completely dominating curriculum content. This implied that planning, as well as the adult school organization itself, adapted to the currently expressed interests of the general student population. Therein lies a partial

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explanation for the fluid character of the adult education curriculum.

In general, the study indicated that the basic planning was carried out cooperatively with the director and his immediate staff. However, because of the unpredictable nature of adult education, administrators have discovered through experience that the widest possible participation on a community basis in the planning process yielded the most effective results. In communities where a lay advisory council had been organized, its primary function lay in the cooperative planning of the total program.

Various approaches, however, were used in planning. Table III shows the frequency of these planning approaches by percentages. In all probability, methodology was dependent upon the dynamics of the community involved and the leadership qualities of the director. Some programs made rather extensive use of outside agencies for consultation, while others utilized only public school personnel. The pattern appeared to be entirely situational.

Directors felt that planning should be democratically carried out. The inference was that "others" besides staff should participate in the planning process. In twelve of the twenty-five programs studied, the directors were able to rely upon the consultation of advisory councils in planning the total program. Some administrators called in social agencies and service organizations for assistance.

This was particularly true of large city programs, while the small town and rural programs depended more on the professional staff for planning purposes.

TABLE III
METHODS OF PROGRAM PLANNING

Participants in Program Planning	Per Cent
Director and Administrative Staff	44
Director alone	16
Director and Advisory Councils	12
Director with Coordinators and Department Heads	16
Director and Teachers	04
Director and Community Groups	16
Director and Superintendent of Schools	12

In summation, the following represents a summary of the basic principles upon which program planning was predicated: (1) it was based on the needs and interests of adults; (2) it was planned in cooperation with representative community groups; (3) the program was considered an integral part of the total community educational program; (4) it was functionally related to the regular public school program.

The planning process, regardless of how it was carried on, was vitally related to the organizational patterns of the program.

Selection of classes. As was previously indicated, the adult education curriculum was, to a large extent, student-dominated. Possibly, this was true to a lesser degree of the community college, which offered considerable college-level, credit classes. In the main, the dominance of the clientele over curriculum content was closely related to what professional adult educators termed the "elective system." That is--the student could take whatever he desired, whenever he desired! An extreme elective system provides a program intrinsically chaotic with pronounced trends toward trivialization and a lowering of standards.¹⁰ Adult education administrators, by and large, were committed to this "cafeteria" type of program. With respect to this point, Clark made the following observation:

A haphazard program development is a concomitant of the relationship between clientele and school, stemming from the tendencies of the organization to cater to the unstable, popular interests of adults.¹¹

One of the primary responsibilities of the adult education director was in the selection of classes. Methodology used in this process varied considerably among directors. The selection process was divided into two phases: (1) the initiation of suggestions and procedures influencing the

¹⁰Richard Hofstadter and C. DeWitt Hardy, The Development and Scope of Higher Education in the United States (New York: Columbia University Press, 1952), pp. 53-54.

¹¹Clark, op. cit., p. 86.

selection of classes, (2) the final selection of those classes which were to be offered. The empirical evidence gathered from this study associated with the first phase divulged a variety of initiating categories which were broken down by percentages as follows:

TABLE IV
INITIATING SOURCES OF CLASSES IN ADULT EDUCATION

Initiating Category for Selection of Classes	Percentage
Adult Education Directors	26.9
Former and Present Students	20.6
Past Experiences with Classes that proved to be highly successful	17.4
Community Agencies and Organizations	17.4
Adult Education Staff and its Teachers	9.8
Miscellaneous	7.8
"No Response"	0.1

Closer scrutiny of Table IV reveals some interesting relationships. Although 26.9 per cent of classes were initiated by directors, there are actually three other categories which reveal definite student dominance. They are those initiated by former and present students, those suggested because of previous success in the program, and those initiated by community agencies and organizations. The first two categories are interrelated; the third merely reflects the desire of special interest groups to satisfy the needs and interests of their own members. Student influence thus accounted for 55.4 per cent of the initial

suggestions for the selection of classes. These figures, compiled from interviews carried on with twenty-five adult education directors, tended to substantiate the "student dominance" theory.

The contrast between the initiating sources and the final authority in the selection of classes proved highly significant. This is shown by the following percentage breakdown:

TABLE V
FINAL AUTHORITY IN SELECTION OF ADULT CLASSES

Classes Selected By	Percentage
Adult Education Director	51.7
Cooperatively by the Adult Education Director and his Staff	24.3
Community at Large	10.3
Social Agencies and Community Organizations	10.3
"No Response"	3.4

The compilations cited above, when contrasted with the results of the first phase in the class selection process, clearly indicated the imposing role of the director in final curriculum determination. Whereas in the first phase there was a variable assortment of initiating sources with student influence predominant, the second phase of the class selection process depicted a definite diminishment in interaction and balance between the categories. The result was that the director emerged as the final "say" in the selection of classes to be offered in the adult education program.



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This analysis appeared to be contradictory to the proposed theory of "clientele determinism" of curriculum. In reality, it was not. First of all, the study revealed no techniques whereby the student could participate in the final selective process. To a certain extent, advisory councils could be interpreted as representing the students. However, only 48 per cent of the programs had operating councils.

The rationale for decision-making was, of course, embedded in the dependency of programs upon enrollment for survival. The selection of the right classes was crucial to program success, and was obviously made on the basis of what directors thought students would actually enroll in. In this sense, decisions with respect to class selection were actually made indirectly by students.

A further contrast that can be illustrated in the study involves a comparison of the real methods in class selection (as shown in Table V), as opposed to the ideal methods as conceived by the directors through interview. The results of the query, "Who should determine the courses?," disclosed the statistics shown in Table VI.

The most striking contrast in the percentages presented is reflected in the comparison between the 51.7 figure in Phase II of the selection process showing the percentage of programs in which the classes were finally selected by the director, as opposed to a percentage of only 5.8 shown by

TABLE VI
IDEAL METHOD OF SELECTION OF CLASSES

Ideal Method of Selection	Percentage
Cooperatively determined by the director and the community	52.9
Adult education advisory councils	27.0
Director and his staff	11.7
Director alone	5.8
Students should select them	2.6

the same respondents when queried as to "how classes should be selected" shown in Table VI. This comparison merely illustrated the marked disparity that existed between the procedures administrators generally utilized under realistic conditions, and how they latently felt with respect to the same processes. The crux of the implication here is that adult education directors apparently were aware of the desirability of a cooperatively determined curriculum, but were unable to reconcile it on a realistic basis.

In analyzing the area of class selection, it seems logical to hypothesize that the disparities between "how classes are selected" on the one hand, and "how classes should be selected" on the other, were due, in part, to the insecurity of the adult education director.

The role of the adult administrator in the class selection process, then, was one of adaptation to student demand. Essentially, this amounted to a catering relationship to program clientele in order to maintain adequate enrollment.

Formulation of the course of study. On numerous occasions during the course of this study, the research had to be directed toward topics of prosaic concern. These topics were generally not calculated to arouse investigative alertness. Yet, an analysis of them was absolutely necessary to provide, as in this case, a realistic picture of the director's role in various administrative areas. Determination of courses of study was clearly an example of this particular point.

The question of who is responsible for the formulation of courses of study in adult classes showed that this area was clearly a function of the individual teacher. Fully 66.6 per cent of directors stated that the teacher alone had the responsibility for course content; 18.4 per cent replied it was the responsibility of the heads of the department of the specific subject area; 7.4 per cent asserted that it was a cooperative venture between teachers and students. However, the contrast between "who formulates the courses of study" and the final approving authority provided something of a dilemma. Whereas 66.6 per cent of the

teachers were solely responsible for the courses of study, only 16.6 per cent were involved in any way with final approval of the course content. Again, the director emerged as the final authority in fifty per cent of the cases.

The majority of directors of adult education felt that the ideal method of arriving at an accepted course of study was to have it worked out cooperatively between the responsible teacher and his class. This procedure, they maintained, would insure the utmost consideration of the desired goals and objectives of the students in addition to making the teacher's job much more enjoyable and satisfying. It is interesting to note, however, that only 6.7 per cent of the programs studied utilized this technique.

It was apparent from the interview responses that directors did not perceive of this area as one of major responsibility. In fact, several respondents pointed out that the adult education curriculum was so broad and diversified that no administrator could hope to achieve the knowledge and experience necessary to delve into course content. Yet, the fact that the directors proved to be the deciding authority in 50 per cent of the cases as to what was actually going to be taught, indicated a certain degree of reluctance on their part in delegating this prerogative to the teaching staff. The significance lies in the fact that the administrator did exert a great deal of authority over what was being taught, and was obviously greatly

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influenced by what he perceived to be the expectations of the student population.

Registration procedures. One of the most prevalent problems of the adult education director is devising an effective plan for registering students. The characteristics of a successful registration are exemplified by the preciseness and expediency with which it is carried out, together with the individual satisfaction of the student in being able to enroll in the classes of his choice with a minimum of conflict and delay. The method of registration employed varied almost directly with the magnitude of the program.

The two most popular types of registration disclosed by this study were the individual class registration and the centralized group type of registration. Of the twenty-five communities studied, 43.2 per cent carried on their registration via the individual class method. Briefly, this type was characterized by each student going to the class of his choice and registering with the instructor. The advantage of the individual class registration centered in the personal relationship it established between teacher and student in advance of the initial class meeting. The informal nature of this type of registration could theoretically create the rapport necessary to insure an "adult" atmosphere in the classroom, and is completely in accord with an informal philosophy of adult education.

Centralized group registration was characteristic of 37.8 per cent of the programs surveyed. This was especially true of the larger city programs. It consisted essentially of all registration taking place at a convenient, centrally located facility. The advantages of this type of registration were two-fold: First, it relieved the individual teacher from excessive clerical work in the form of collecting fees and keeping records; second, it was a much more expedient method since it was administratively centralized. The question as to which type proved most satisfactory to the student is debatable.

Two other methods of registration that were revealed in the analyses of the study have not been discussed. Some 13.8 per cent of the programs studied had registrations which were carried on by the adult education director. Obviously, this occurred in relatively small communities where the enrollment precluded the necessity for either of the two previously mentioned methods. Others utilized the mail as a method of registering. This occurred in 5.4 per cent of the communities surveyed.

Directors stressed the importance of sparing nothing to have all available personnel and equipment at registration. The adage, "striking while the iron is hot," appeared entirely applicable to registering adults. Another principle observed by experienced adult educators with regard to registration techniques was concerned with duration. They felt that, in

order to insure highest efficiency, registration should be kept as short as possible. Yet, to enable those adults with difficult problems to have ample time to solve them, there should also be opportunity for consultation well in advance of the commencing of classes.

Registration procedures, in general, were characterized by a "business-like" atmosphere. The filling out of class cards, the payment of fees, and numerous other clerical-type activities are burdened with details. Such details, when unobtrusively but adequately handled, indicate good business acumen. Adults expected this from public school authorities and became easily disgusted and impatient when their expectations fell short.

Summary. This section has presented the organizational functions of an adult education director. These included program planning, the selection of classes, the formulation of courses of study, and registration procedures. Planning was done mainly by the professional staff, except in those instances where the chief administrator has organized an advisory council to assist him. The selection of classes represented an interesting phenomenon. Ideas for courses may have come originally from a variety of sources; but in order to implement these ideas, a number of potential students must have manifested some degree of interest in them. This implied that the students indirectly made the decision

as to what courses actually would be offered. Courses of study were conceived by the teaching staff, but approved by the adult education director. Centralized and individual class registration were the most frequently-mentioned methods. These two types were characteristic of large-city programs for the most part, while registration carried on by the administrator was indicative of small-town and rural communities. Registration procedures were largely determined by program magnitude and facilities.

SECTION 2

Administrative Functions

Introduction. The administration of adult education encompasses a wide variety of interrelated practices and procedures. For purposes of clarification, this section is concerned with those aspects of the administrative function that pertain to teacher selection, supervision, evaluation, and in-service training. In addition, such major considerations as custodial relationships, the use of facilities, clerical assistance, and the "administrative role" of the director are treated as important aspects of the administrative function.

Selection of teachers. In all probability, the most important task facing the administrator is the selection of teachers. In no branch of education is the success of the

program so noticeably dependent upon the individual teacher as it is in adult education. The absence of a "captive" audience, the diversity of adult interests, and the unique relationship between teacher and student make it imperative that teacher selection be accomplished with the utmost discretion. Yet, in some of the programs studied, teachers were selected almost haphazardly with very little regard to the multiple array of factors that enter into the selectivity process.

In the programs studied the process of teacher selection was clearly the responsibility of the director of adult education. Little in the way of formal selection was disclosed. Program administrators, in general, have detached their methods of teacher selection from the formalized procedure of the daytime school. As a result, individuals who were normally delegated the authority for teacher selection now played only a routine-processing role in the adult school.

The informal interview was the most frequent means of teacher selection. Although many factors came to bear on the selection process, the actual decision rested with the director. In each of the programs studied, the local director had the authority to hire anyone he deemed capable of being successful as a teacher of adults.

The certification of adult teachers also followed a similar flexible pattern. Little professional pre-job

training was necessary. When such training was essential, orientation programs provided it. The procedure was simple and expedient. Upon the recommendation of the local director, the State Department of Public Instruction certified the applicant's competencies to teach in the local adult education program.

The implication of such a system of teacher selection and certification leads to considerable speculation. Obviously, the director had complete freedom to select teachers on the basis of his own assessment of their qualifications to teach. He must, out of necessity, choose his teachers on the assumption that they will prove acceptable to the adult-class environment. The rationale, therefore, for the informal interview was predicated on the highly subjective nature of the selectivity process. Clark feels that the informalizing of the selection process is a response to the adult organization's strong dependence upon a heterogeneous, loosely-committed clientele.¹²

Criteria for selection. The criteria used in teacher selection, included a variety of qualifications and personal assets. Foremost on the list was that of the teachers' subject matter acquisition and skill, which was named by 92 per cent of the respondents as a prerequisite. The feeling manifested here was that the adult teacher must have,

¹²Ibid., p. 87.

above all else, control of the subject matter in his specialized area, regardless of its nature. In short, the teacher should approximate the "expert" distinction.

Second to a knowledge of subject matter was the personal attribute of "a pleasing personality," cited by 88 per cent of the directors. Admittedly, personality is a rather intangible term. Respondents, however, expressed it in terms of flexibility, pleasantness, understanding, and sense of humor. They felt that the possession of a personality pleasing to the average adult was an indispensable element leading to successful interaction between teacher and class.

Enthusiasm and initiative upon the part of the teacher appeared in 52 per cent of the interviews as essential criteria. Also appearing in 52 per cent of the replies was the teacher's knowledge of and interest in adults. This trait was obviously difficult to identify and evaluate, and would likely appear with greater frequency if it were possible to recognize it more easily. The experience, background, and training of the teacher received recognition on only 48 per cent of the interviews. Ironically enough, in the hiring of regular public school teachers, these same three factors serve as the main criteria in the selectivity procedures.

Completing the analysis of criteria utilized by adult education directors in the selection of teachers were social and emotional maturity, named by 24 per cent of the directors;

the technique of the "informal approach" in the teaching of adults, 20 per cent; and a miscellaneous category which numbered 12 per cent.

It is clear from the preceding discussion that two prerequisites (control of subject matter and a pleasing personality) stand out as the most important criteria in the selection of adult teachers. It should be clearly discerned, however, that these two qualities were not always corollaries of one another, although they remain firmly entrenched as ideal objectives in the selectivity process. At the same time, respondents emphatically asserted that no teacher could hope to appeal to adults without possessing qualities of both prerequisites to some degree. The other six qualities mentioned fared poorly in relationship to the leaders. Yet, on an individual basis, any one of them might represent a primary choice of any one of the administrators.

It is apparent that the role of the director in teacher selection was an important one. The director was expected to hire teachers who had the knowledge to attract students and who possessed the personality to hold them. To a certain extent, recruitment was based on a personality formula, since directors perceived of personality characteristics as being on an equal plane with knowledge of subject matter in the selection of teachers. The tendency toward extroversion in teachers was reenforced by some of the terms respondents used in describing desired personality characteristics.

Such terms as "outgoing," "informal-type," "dynamic," "flexible," and others were common throughout in portraying desired attributes.

In order to understand the predominantly intuitive and subjective nature of the selection criteria, it is very important to understand the significance of class size in determining the teaching staff. The marginal status of adult education had forced the administrator into a position of dependence upon class enrollment for survival. This pattern has fostered the emergence of a clientele-dominated selection system, and renders a centralized, impersonal selection procedure veritably impractical. The size of the teaching staff is therefore highly correlated to class enrollment.

Two interesting observations can be made with respect to the previous discussion of teacher selection procedure. The first deals with the selection process itself. Historically, most teachers of adults became so by selection rather than by pre-service training. In many instances, it was even common practice to turn over adult groups to anyone willing to accept the burden of responsibility for them. This type of selection has been termed "selection by irrelevancy," since it had nothing to do with either the teacher's expertness in subject matter or his insight into human behavior.¹³ The fact that this study showed expertness

¹³ Harry A. Overstreet and Bonaro W. Overstreet, Leaders for Adult Education (New York: George Grody Press, 1941), p.31.

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in subject matter as the foremost basis for teacher selection demonstrated, to a limited degree, a wholesome attitude of administrators toward a more professional attitude in teacher selection.

The second observation arose from informal discussions with directors, several of whom have been active in the field for thirty years or more. They stressed willingness on the part of teachers to be a "learner" as an indispensable quality. Too often, they maintained, older teachers without adult experience are asked to teach adult classes only to find that they have lost their audience after a few sessions. This trait, willingness to be a learner, did not appear in the analysis of selection criteria, but seemed to be a latent feeling upon the part of some directors which unconsciously entered into the selectivity process. It was brought out by four of the more experienced directors.

Teacher selection, in summation, was accomplished on a highly informal basis. The informal interview provided the major means, while expertness in subject matter and a pleasing personality constituted the most frequent qualities used as criteria in selection.

Supervision of instruction. Supervision of instruction has long been an integral part of the administrative function in education. It is no less so in adult education. Although supervision answers to a multiplicity of services and specific

functions, its long-range goals are always epitomized by the facilitation and the improvement of instruction. Hence, supervision must always be concerned with the ultimate objective--that of the very best in teaching performance.

Responsibility for supervision in adult classes was vested in the director of adult education. However, depending on the size of the program, it was generally delegated to the staff. In some situations, staff was designated as the heads of departments or curriculum coordinators; in others, it consisted of the building supervisor or the director himself. Educational supervision may be performed in a number of ways, but it most nearly approximated an informal nature in this study of the administration of adult education.

Supervision. The need for supervision of adult education activities was intensified by the limited advance preparation teachers received in this field. Some of the programs included in this study had as high as sixty per cent lay representation on the teaching staff, most of whom had little, if any, previous training or experience in teaching. Directors felt supervision was necessary to maintain a spirit of unity and concerted effort on the part of the entire staff.

The scope of the supervisory functions varied directly with the amount of additional duties the director performed.

In the relatively small programs, the director carried on his supervisory activities in addition to administering all phases of the program. Supervision, in this instance, developed into a series of routine checks each night to make certain classes were functioning smoothly. In the large, well-organized programs, supervision was a full-time responsibility of one or more persons. Under these circumstances, a supervisor either had general oversight of learning groups of similar type, or he assumed responsibilities for all activities conducted at a given adult education center. Variations of both kinds of supervision were observed in this study. Several programs solved the supervisory problem by engaging the aid of department heads and coordinators from the regular daytime program. Table VII shows the sources of supervisory assistance and the frequency with which they occurred.

TABLE VII
SUPERVISORY ASSISTANCE

Source of Supervisory Assistance	Frequency Used
Community School Directors	1
Heads of Departments	5
Area Coordinators	8
Directors alone	12
Assistant Directors	1
Night principals	6
Internes	1

Succinctly, the supervisory activities consisted of the following: (1) informal discussions with teachers; (2) direct supervision, to diagnose apparent weaknesses of inexperienced teachers and to offer remedial help if needed; (3) appraisal of existing program through the observation of activities, analyses of reports and records, and conducting surveys; (4) share responsibility for assembling study materials, and organizing resources; and (5) to serve as a source of ideas and assistance for individual teachers. Table VII shows the frequency of techniques used in supervision.

TABLE VIII
METHOD OF CLASS SUPERVISION

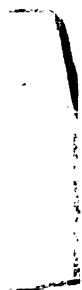
Method Used	Frequency Used
Informal visitation	15
Direct-remedial type	8
Provide and assist with curricular materials	5
General observation	9
Program appraisal	4
Adult education director not responsible at all	3

The most significant supervision trend revealed by this study was that toward decentralization of supervisory responsibilities. The common procedure was to appoint an experienced adult educator in charge of a large adult center or a group of smaller ones. He was then designated as the night

principal and given the authority for the administration of the program. This practice occurred in thirty-two per cent of the programs studied. It was more characteristic of large city programs where more than one adult center may be found. The value of decentralized supervision was centered in the opportunity it afforded staff personnel to concentrate on other important, more neglected aspects of the program. In addition, it brought the supervisor closer to the instructional program and increased the prospect of a more valid appraisal of its total effectiveness.

In summation, supervisory functions in public school adult education were clearly a major responsibility of the program administrator. The organizational patterns of supervision were somewhat vague and undefined, although directors considered this area of major importance. As compared to the formal structure of regular, daytime procedures, supervision in Michigan public school adult programs was consciously informal in nature. The role of the director in this area was predominantly one of service to the teaching staff.

Teacher evaluation. One logical culmination of the supervisory process is teacher evaluation. In adult education, the assessment of a teacher's proficiency has proved extremely difficult. Traditional methods of evaluation--evaluation check lists, formal supervision, conferences--have

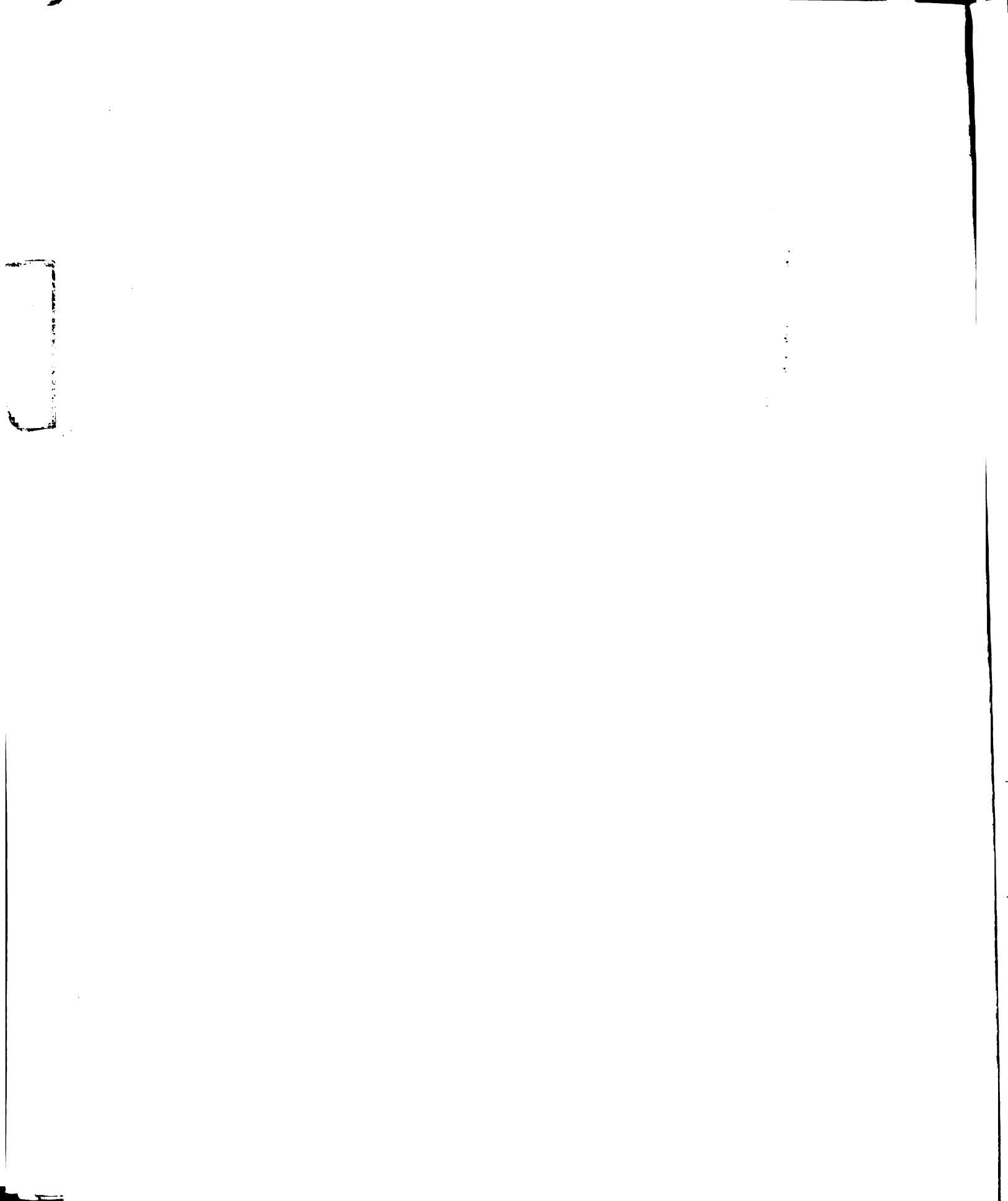


not been feasible. In addition, there are no systematic or tested techniques to replace the traditional methods. Historically, attendance has been the evaluation criterion. Teachers have been judged successful or unsuccessful on this basis. Because of the importance of attendance, failure to cope with the problem of class retention constituted failure in the teaching role.

Table IX exhibits by percentages the frequency with which directors employed various evaluation techniques. It was noted that class retention ranked third in terms of evaluative criteria, only eight percentage points behind the leader, personal visitation. The influence of the clientele in the evaluation area was further demonstrated by the fact that forty-eight per cent of the respondents utilized student reaction as an evaluative method.

In view of the above analysis, two observations can be made: (1) because class retention still represented a significant percentage of the evaluative criteria, fading attendance was likely to bring the imputation that the teacher lacked the ability to hold her audience; (2) the kinds of evaluational patterns that arose from the pressures of enrollment and attendance would seem to indicate that the individual teacher was necessarily dispensable.

It was also significant to note the absence of a formal check list or evaluation sheet normally used in public school teacher appraisal.



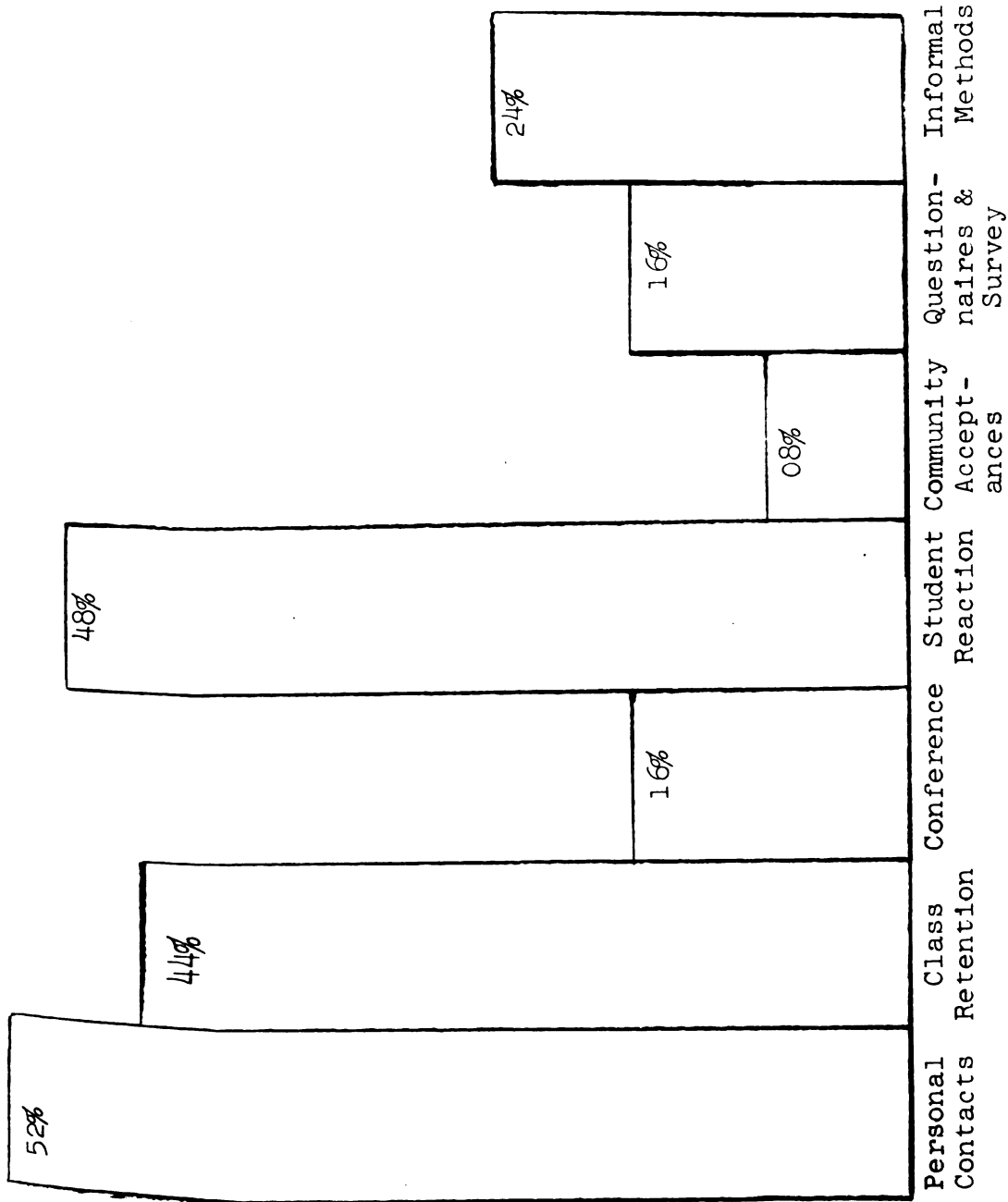


TABLE IX
METHODS OF TEACHER EVALUATION

In summary, the functions of the director in the evaluative area were obviously extremely limited. An objective look at public school adult education in Michigan would seem to indicate that a sound systematic evaluation process is relatively impractical so long as programs remain on the "fringe" area of institutional acceptance. Class retention as a major measuring stick in teacher evaluation is inevitable in the light of constant pressure to maintain class size.

In-service training. Although fifty-six per cent of the directors indicated that they were responsible for an in-service training program, it was evident that this area was in its infancy with respect to professional growth and development. None of the communities studied carried on an extensive in-service training program. Forty-four per cent of administrators conceded the lack of a well-defined in-service program as one serious weakness of their programs. It was one of the most frequently mentioned "needs" in public school adult education as revealed by this study.

The need for in-service training has been gaining momentum for a number of years in the adult programs of Michigan. Directors of adult education too long have depended upon securing what they assumed to be reasonably, well-qualified adults, and having them learn largely unaided on the job. It would be difficult for directors to justify,



on the basis of greater proficiency as an instructor later on, the loss of clientele suffered while the new teacher was learning. This factor alone signified the importance of in-service training for adult teachers.

Formalized in-service training was conducted most frequently by general meetings, orientation programs, special courses in professional betterment, and workshops. The methods used displayed no particular relevance to the magnitude of the programs or to any other of their multiple characteristics. In short, in-service programs were "individualized" in terms of convenience and expediency for the staff. Table X shows the distribution of in-service techniques in terms of usage and effectiveness.

TABLE X
IN-SERVICE TRAINING TECHNIQUES

Methods Used for In-Service Training	Rank In Effectiveness	Rank in Frequency of Usage
Professional courses	4	5
General meetings	1	2
Workshops	3	3
Conferences	2	4
Class visitation	6	6
Orientation meetings	5	1

The general meeting type of in-service training was carried on either by a departmental representative or a guest speaker who was engaged to cover some area of concern



to all. This latter technique was most effective. Directors testified that they had much more success in obtaining attendance from their staff if a noted authority addressed the group. The general meetings were rather formal, and were characterized by the lecture and panel-type techniques.

The orientation type of in-service approach is discussed in greater detail in another section of this thesis. Briefly, this technique was carried on informally through the medium of a social hour. Teaching methods, classroom procedures, and other pertinent topics were discussed under the most informal circumstances. Directors appraised these social hours as highly effective forms of in-service training. They occurred in twenty-four per cent of the programs studied. Volunteer leaders were generally oriented in this manner.

Special courses in professional betterment are a relatively new innovation in adult education in-service training. Essentially, these courses were designed for the adult education staff, but anyone teaching in the program could enroll in them. These special courses had an additional incentive, since they usually were taken for credit. One of the communities included in this study pioneered this particular method, and has enjoyed unusual success. In one adult education class alone, the program referred to had representatives from labor, management, the professions, education, and city government. The major purpose of these

special courses for professional betterment was directed at broadening the perspective of adult leaders, and increasing their instructional efficiency with adult classes. Usually, these courses were conducted on a seminar basis. The director attempted to engage the services of a group of well-known adult educators, who acted as resource people for the class duration. The emphasis was on the solving of local problems in all areas of adult education.

Twenty per cent of the directors felt that the workshop had the greatest potential of all in-service training techniques. The theoretical basis of a workshop is predicated on the assumption that all participants come prepared to contribute, participate, and share in its dynamic, and democratic qualities. Many respondents termed the workshop technique as the ideal method because of its unusually high participation rate. However, time limitations and other prohibitive factors limited the actual implementation of the workshop to a comparatively few programs.

It should be pointed out that stimulating a group of lay teachers to attend lectures, meetings, and workshops, and to take professional advancement courses in adult education presented many more complications than it would ordinarily for professional teachers. Most of the lay teachers have become expert in some craft or field of knowledge either by making a hobby of it or by making a living at it. Teaching represented, for the most part, something

of a sideline activity to them, and not their primary livelihood. As such, in-service training techniques were offered at convenient times and places, strove for excellent teaching or stimulating discussion, and were conceived as being immediately useful to the teacher.

The Overstreets identified the significance of in-service training for adult teachers in the following observation:

All experienced directors know that the difference between a good teacher and a mediocre teacher is usually nothing more than a matter of attention habits. The one notices and takes into account human elements that the other either overlooks or counts as unimportant. But once an intelligent person has the significance and the drama of these human elements pointed out to him, he is often able to change his habits with amazing rapidity, for he sees something he did not see before.¹⁴

It was apparent that in-service training did not aim at the creation of subject experts. Presumably most teachers had varying degrees of competency before the local director invited them to teach in his program. As pointed out in the preceding discussions, the major function of in-service training was to salvage those experts who might otherwise be lost to the program because of teaching ineptness, which becomes the direct result of inattention to subtleties of human response that demand attention in all adult education classes. The director's function in the in-service area was to provide the most effective kind of media whereby the

¹⁴Ibid., pp. 32-33.

adult teacher could learn most appropriately how to recognize the expectations of adult students and deal intelligently with them.

Assistance to directors. As in most areas of education, the field of adult education is also undermanned. Directors repeatedly complained of the lack of clerical and supervisory aid. Percentages based on empirical evidence obtained from this study verify the lack of assistance. In the realm of clerical aid, seventy-six per cent reported that at least one clerk was made available to them for such things as typing, mimeographing, filing, etc. However, with at least twenty-four per cent of the directors doing all of their own clerical work, it would not appear presumptuous to assume that a significant portion of their time was confined to detail. Forty-four per cent of the directors had supervisory help in their programs. Usually this source of assistance was comprised of heads of academic departments and coordinators of vocational and other fields. Nevertheless, it relieved the administrator of a considerable degree of his supervisory functions, and afforded him the opportunity to devote his time to more neglected spheres of responsibility.

Thirty-six per cent stated that they received administrative help from such key figures as the public school business managers, program coordinators, and assistant

directors of adult education. Still others replied that the night high school directors removed considerable of the administrative burdens from their shoulders. Finally, sixteen per cent of the replies fell into the miscellaneous category. These consisted primarily in the personage of counselors, administrative internes, and others who contributed to the administrative and supervisory implementation of the program.

There is a final observation which appears to be applicable to this analysis of clerical and administrative aid. This concerns the significant contribution of the secretary to the program. Directors estimated that between fifty to sixty per cent of their time was spent away from the office. Hence, the importance of a secretary who was able to deal effectively with people cannot be underestimated. Administrators of the three largest programs studied indicated that their secretaries were equally as important to the program's vitality as any individual on the staff. This point is readily conceded when one considers the accessibility and availability of the secretary, and her general familiarity with such details as scheduling, instructors, classes offered, etc.

The value of a competent clerical staff was emphasized by some of the comments made by directors with respect to the role of their secretaries. One such director remarked: "My secretary actually serves as Director of the Program

fifty per cent of the time. She can handle the administrative details as well as I can, and knows much more about where classes are meeting and at what times. Actually, her knowledge of the program releases me so I can get out into the community more."

As evidenced by this portion of the study, there was a high correlation between the size of the program and the degree of assistance rendered by the director. In relatively large programs, the details were absorbed by clerical assistance. This afforded the director an opportunity to work more closely with community groups and increased the prospects of a more effective interpretation of the adult program.

Custodial procedures and relations. The administrative procedures dealing with the custodians proved to be a minor problem area in twenty-four per cent of the programs. The major difficulties involved scheduling. Except in cases where the board of education has made special provisions for a night custodial staff, the relations between adult education personnel and the custodians were often sensitive and strained.

Informal talks with custodians revealed a number of incidences, which contributed to ill feeling. Custodians resented being forced to adjust their clean-up schedules to the night classes. They complained about the conditions in

which adult teachers left their rooms, and were especially indignant about cigarettes being thrown on the floors. They disliked "running errands" for teachers, and often tried to avoid direct contacts with the adult education teachers as much as possible. The general picture of relationships between custodians and the adult staff was anything but bright.

Since this situation posed a potential problem area, the director of adult education was compelled to take steps to alleviate it. The study uncovered several techniques which helped smooth out the differences. Most administrators forwarded a schedule of classes in advance to the head custodian to avoid conflicts in room assignments. In addition, bulletins were sent to the teachers instructing them to leave the rooms in the same condition as they found them in, and to call upon the custodian only if absolutely necessary. The most unique technique for improving public relations with the custodian was the establishment of a "coffee hour" for the students to which the custodial staff was welcome, free of charge. This gesture produced amazing results. It identified the custodian with the program proper, and helped create an entirely different attitude toward the teachers. Whenever informal social hours of this nature have been experimented with in adult education, they have proven highly successful. Table XI exhibits the techniques used by directors in creating harmonious relationships with the custodial staff.

TABLE XI
TECHNIQUES USED FOR CREATING HARMONIOUS
RELATIONSHIPS BETWEEN CUSTODIANS
AND STAFF PERSONNEL

Techniques Used	Frequency Of
Furnishing of schedules to custodial staff of classes, rooms, and times held	9
Inclusion of custodian in "coffee break"	2
Personal contact with custodian to establish good public relations	5
Identifying custodian with the program	9

The problem of human relations with the custodial staff should not be treated lightly. The custodian is a key figure in any smooth-functioning adult program. Some of the tasks he performed in addition to his regular cleaning responsibilities were: (1) the opening of all classrooms to be used; (2) the servicing of teachers with supplies, materials, etc.; (3) assisting in supervision of the halls at night; (4) interpreting the adult education program to the community. It was surprising how influential directors felt the custodian was among certain community groups. For this reason fifty-six per cent of the directors felt the custodian should be identified with the program on the same basis as a regular staff member.

In all but one of the programs, the custodian was paid by the local board of education. Arrangements were made

whereby the custodial staff was enlarged to cope with additional work brought about by the use of facilities in the evening. Also, schedules of the regular night staff were rearranged in some cases so as not to conflict with the adult classes. The latter was not a popular method. Custodians were not receptive to changes that affected their daily routine, either at work or at home.

In general, the custodian was responsible to one of two people, the head custodial supervisor or the night building director. The attitude of the custodian toward the program was, to a large extent, a reflection of his relationship toward his superiors. The investigator encountered attitudes of disgust, resentment, indifference, and complete cooperation. Each time, the particular attitude manifested was traceable to the policies laid down by the immediate superior, and to his personal relationship with the building custodians.

The area of custodial relations is often overlooked in the administration of public school adult education, but no study of the director's role would be complete without some discussion of the problems involved in dealing with this area. To the author's way of thinking the most noteworthy contribution of the directors toward an understanding of custodial relations was their concern over the "feeling of belongingness" the janitor must have toward the program. This concern was manifested in the directors' efforts to

identify the custodian with the program and the staff through the use of the techniques described earlier in this section.

Facilities. Early research in public school adult education indicated a reluctance upon the part of public school officials, to make their facilities available to the public. The traditional school adroitly averted any form of collusion with society dedicated to the re-education of adults. Instead, it referred all problems and proposals dealing with adult education to community agencies and organizations already carrying on programs of their own. The one exception occurred when citizen groups, with the aid of the government, forced the Americanization program upon the public school. This was the beginning--the initial break through--of present day public school adult education.

Since that time, and more especially in the last decade, the trend has been toward the use of school facilities for adult education classes. The "community education" concept has captured the imagination of many Michigan school systems. To illustrate this phenomenon, ninety-two per cent of the adult education directors interviewed stated that all public school facilities were at their disposal for utility in carrying out their expanding program. As a matter of fact, the board of education in the great majority of programs provided the facilities, the utilities, and the

maintenance free of charge to night programs in adult and continuing education.

Directors were queried as to the reasons for this departure from tradition in the use of school facilities. Their responses fell into three categories. Sixty-four per cent stated that it was the philosophy of their board of education and the school system to provide such facilities; twenty per cent attributed this policy to the superintendent of schools' particular interests; and twelve per cent stated that this change was due to changing community expectations and a changing school role. Four per cent of the programs used facilities other than public school buildings as adult centers.

An interesting trend has emerged from the extensive use of school facilities by the community. School superintendents and their boards of education are now giving serious consideration to the feasibility of building dual-purpose schools--for adults and children alike. As a direct result of its adult education program, one of the communities studied has built eight new elementary schools within the last five years complete with dual-purpose facilities. Included among the facilities were a community room, a neighborhood library, a large auditorium, an arts and crafts room, and a community gymnasium.

In all the programs studied, the directors were responsible for the buildings in which adult classes were held.

~~I~~n this respect, their main functions were concerned with the scheduling and distribution of facilities to the various community organizations engaged in co-sponsorship with the local program. Once again the idea of service acted as the medium of psychological support and legitimation for the program. First of all, there was no assessment for the use of public school facilities. Secondly, the local director or his staff cooperated with the sponsoring agency or group in assuming responsibility for the numerous details involved in initiating adult classes.

The major purpose of directors offering public school facilities to special interest groups and community agencies was not brought out in the data. Numerous explanations could be advanced. However, it was apparent that administrators were attempting to create a favorable impression toward their programs, and were using influential agencies and organizations because of their accessibility to a greater clientele. The creation of a favorable public image was a fundamental objective of most of the adult programs included in this survey.

The administrative role. The main purpose of Section 2 of this chapter was to analyze the duties and responsibilities of the director in the general administrative area. Throughout this entire presentation the role of the director in specific administrative areas has been either directly

alluded to or inferred. It is imperative that the adult education administrator be cognizant of his proper roles and be fully prepared to carry them out. Kurt Lewin has provided the classical psychological framework out of which the term, role, gains its major implications. Lewin describes this framework as follows:

Society is characterized in part by sets of expectations, which its members come to incorporate in their personalities. In fact, when an individual acts in accordance with, or in opposition to, the expectations of some other person or social group, his behavior is social. As long as an individual's expectations are realized, life goes along smoothly, and he feels more or less secure. But when expectations begin to be thwarted in considerable numbers over a considerable period of time, individuals become uncertain. Their morale may drop if the uncertainty continues, and this will lead to decrease of productive efforts. In addition, personal conflicts will increase, and social tensions of all sorts will be brought to the surface of community life.¹⁵

Social science research in the area of teacher role has indicated that the teacher is likely to behave or react in terms of the expectations which he thinks his significant others have of him in a particular situation.¹⁶ Furthermore, his subsequent role performance will be socially acceptable and individually satisfying only to the degree that he is

¹⁵Kurt Lewin, Resolving Social Conflicts (New York: Harper and Bros., 1948), p. 110.

¹⁶Louis Andrew Doyle, "A Study of the Expectancies which Elementary Teachers, Administrators, School Board, Members, and Parents Have of the Elementary Teachers' Roles" (unpublished Ed.D. thesis, Michigan State University, 1956), p. 12.

correct in his perception of these expectations. The same type of analysis would be applicable to the behavior of the adult administrator. As pointed out previously, the director's basic orientation was "other-directed." The implication is that his significant others would likely be those individuals or groups whose expectations dictate the direction of his role, and upon whose reactions rests the degree of internal satisfaction that the director receives from his role performance. Significant others then would include those leaders of civic and social organizations and agencies upon whom his program is dependent, members of his adult advisory councils, his adult teaching staff, and his immediate superiors.

The adult education director's role was a difficult one. Besieged, on the one hand, by a loosely-committed clientele, and on the other hand, by an equally uncommitted executive authority, the director was compelled to reconcile these disparities by perceiving of his proper role and playing it accordingly.

The administrative role varied considerably in accordance with the anticipated ends. Broadly speaking, however, this study indicated that the service function provided the most individual satisfaction to the directors, as well as the highest degree of social acceptance. Adult education administrators at all levels presented their programs as a community service. The service role was a basis for

legitimacy--hence, a basis also for perpetuity. So long as directors were able to attract sizeable numbers to their program, their positions were secure.

The service role enabled the adult education program to penetrate the organized group structure of the community, and enlist the support of numerous public agencies and other civic and social organizations.¹⁷ This approach served two important purposes: (1) It legitimized the public school adult program as a service agency to the community; (2) It made available to the director a much greater clientele, since all community organizations and agencies have a certain degree of influence over their members.

Interviews with directors confirmed their changing administrative role. Fifty-six per cent of the respondents conceived of themselves as primarily a "coordinator" of community adult activities. They felt that community service was the heart of their program. Sixteen per cent did not favor the coordinator concept, but viewed their own program as paramount. However, several of these offered classes in co-sponsorship with other agencies. In all, sixty-eight per cent of programs studied were involved in co-sponsorship classes with community groups. Again, the director's role was predominantly one of service. Other

¹⁷ Appendix B gives an idea of the number and kinds of organizations that one director alone was able to penetrate on a co-sponsorship basis. [Figure 1.]

respondents expressed the feeling that they would cooperate with community agencies and organizations when called upon to prevent repetition and produce unity and cordiality.

The service role tended to make superintendents more cognizant of the director's activities. Discussions with several superintendents revealed that they favored the "public-relations" type of individual for adult education as opposed to the "educator." They recognized the interpretive value of adult education for the public schools. A superintendent of the third largest system studied confessed that he delegated most problems that involved community agencies and organizations to the director of adult education, since he was more acceptable to them and trusted by them.

The administrative role was thus seen to be one of service, rendered mainly to organized community groups. The service role was directed at creating a favorable image toward the adult program and its administrative leader. It is extremely important, psychologically, for public school adult education that the public image of the director be a positive one so that the director will be able to retain some degree of security and status.

Separation of Authority--A Possible Administrative Trend

Introduction. The most significant administrative trend arising from this study appears to be that toward the



gradual disassociation of public school adult education from the authority of the superintendent of public schools. From a philosophic point of view, this trend would seem to be a most desirable one. The whole nature of the adult education movement has been in contrast to traditional public school philosophy. This movement has been impetuous, impulsive, and sporadic. As such, it has not manifested the organizational features of public school education.

Background of. Historically, the role of the adult educator has differed markedly from that of the typical public school administrator. The average public school superintendent has been concerned primarily with those aspects of school organization and administration which relate to finance, to personnel, and other considerations confined to the four walls of a school building. His relationships to his staff have been largely impersonal; his relationships to the community have been somewhat distant and strained. His concept of education has been traditionally narrow and confined generally to children of school age.

The conditions cited above are not necessarily indictments of school administrators, but reflect rather the manifest tendencies of professional educators to maintain the "status-quo" in public school education and thus, resist change.¹⁸

¹⁸Wilbur B. Brookover, A Sociology of Education (New York: American Book Co., 1955), p. 76.

In contrast, the adult educator's role has assumed a much broader perspective. The adult education administrator has been concerned with "community education." The growth and development of his program has been largely determined by the responses of people to types of classes and activities it offers. Essentially, what the adult educator attempts to accomplish is the creation of a favorable image in the minds of the adult society toward public school and continuing education.

His role bears a marked similarity to that played by other civic, social, and fraternal organizations within a given community. It is therefore, imperative that he maintain a close liaison with the various community agencies and organizations. A significant percentage of his time is thus consumed in activities of a public relations nature.¹⁹

The relationship of the adult education administrator to his staff has been highly personal. His relationship to the community has exemplified receptivity and cordiality. This writer has yet to observe an adult education administrator who has been looked upon with suspicion by the community he serves. However, because of the historical role public school administrators have played in society, it has often proved difficult for them to gain the confidence and trust of community organizations and agencies. Hence, the

¹⁹See Chapter V, Section 3, "Public Relations."



background of this trend toward disassociation is predicated on the historical and sociological properties of the adult education movement itself.

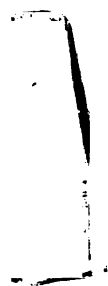
Diffusion of. The trend toward disassociation was most evident in those communities supporting a community college. Under the administrative structure of a community college, the director of adult education was responsible only to the dean of the college. The director's relationship to the superintendent of schools varied with the individual community, but generally, it was purely a professional one. There were usually no lines of authority, although in some administrative arrangements the positions appeared in a staff relationship.

Most observers of this trend envisioned it as a step in the right direction. The feeling was that by virtue of placing the adult education director on a professional level with the superintendent of schools, two major objectives were realized! First, the resources, facilities, and personnel of the public school were available to the adult education program; second, the director of adult education was in a relatively autonomous position, and thus was able to develop his program independent of the public school staff. The implication was therefore, that the adult educator assumed the ideal position to effect a close liaison with the community in the realm of programming, policy,

curriculum, and co-sponsorship of adult classes. This type of administrative structure greatly increased his mobility. Whether it increased the level of professionalism is a matter of conjecture.

It is difficult to access the relative diffusion of this trend on a national basis because of the concentration and limitations of this study to Michigan public school adult education. However, in view of the national dimensions of the community college movement, it is highly probable that disassociation of authority will eventually prove to be the most effective way to administratively structure adult education departments.

The main point to consider in accessing the significance of this trend is whether it will carry over into the public school adult education programs lying outside the range of influence of a community college. It may well be that complete disassociation will prove to be administratively unfeasible in these systems, and that a change in the staff relationship bringing greater prestige and status to the director will be forthcoming instead. This prognosis was advanced by several of the administrators interviewed in this study. The rationale for this point of view could not be determined from the available data. However, based on the sociological properties of adult education, the following three factors must be taken into consideration: (1) the tremendous growth and diffusion of



adult education into all aspects of American society; (2) the resulting prestige and status of adult education together with the recognition by social scientists of its impact upon the general public attitude toward the American public school; and (3) the growing tendency of adult education administrators to shift their base of operations from the school to the community at large.

Several communities in Michigan have taken forward steps in administering adult education programs through a community council operating independently of the board of education. The administrative structure in this novel idea was unique. The director's position in this kind of an arrangement was one of almost complete autonomy. He was responsible only to the council.

The probability of this trend becoming universal in the context of public school adult education has significant implications for the professional training of prospective administrators in this area. It seems logical to assume from inference that disassociation will place local directors in a more autonomous role. Lines of authority are likely to be even more faint than they are at the present time. It also appears likely that the adult administrator will find himself confronted with the organizational structure of a community with which to deal, and an organized school system, only incidentally.

If such should become the case, traditional training programs for administrators will need careful study to determine their adequacy. It would not be surprising if they were found to be inadequate to meet the impending needs of professional adult educators. The "other directedness" of the present administrators, the changing administrative role of the director, and the informal characteristics of administrative practices, as evidenced by this study, tend to substantiate the above observations.

SECTION 3

Management Practices

Introduction. This chapter has been primarily concerned with the duties and responsibilities of the adult education director in several interrelated areas of organization and administration. In this respect, management is certainly one of the areas of prime consideration. The division of management in public school education is extremely important to a basic, sound administrative structure. For as social interpretation becomes more effective, so will the demands of the people become increasingly greater toward the efficient management of the public schools.

The problems of management which confronted the director of adult education differed only in degree from those of secondary and primary education. The underlying

1

principles were the same for both. In essence, management in both arenas manifested a marked homogeneity both in the nature of its problems and in the methodology of its procedures.

Finance. Probably the most perplexing problem confronting the adult education administrator was that of finance. There is no segment of the administrative task in adult education in which there is greater chaos in the fundamentals.²⁰ Basically, this chaos refers to the underlying concept of proper attitudes with respect to such a question as to who should pay for adult education--the consumer, the school system, the state, or who?

In fact, the chaos in many instances resolves itself into a final condition in which there is no budget at all and no plan of financial organization other than a haphazard, fortuitous functioning of several existing departmental budgets toward an undefined goal.²¹

Most writers and professional practitioners support the belief that financial support for program administration, facilities, supervision, and equipment should be borne by the local board of education. It was obvious from data gathered in this study that adult education programs in

²⁰Frank Debatin, Administration of Adult Education (New York: American Book Company, 1938), pp. 331-356.

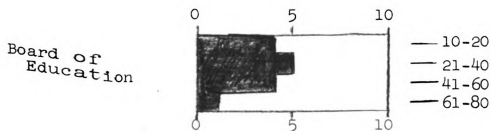
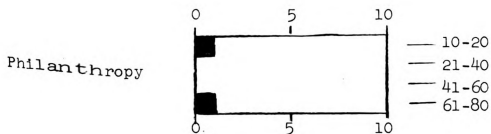
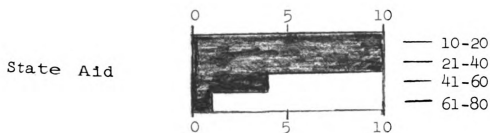
²¹Ibid., p. 331.

Michigan had not achieved this ideal. However, grants from the board of education were on the increase, and directors seemed surprisingly optimistic over the future.

Characteristically, the categories into which most adult education budget sources were broken down consisted of four: state aid, registration fees, philanthropic funds, and the board of education. This did not mean that adult education received aid from no other source, but indicated rather that the four enumerated categories were the main ones from which the overwhelming portion of finances were obtained. Table XII represents a comparative delineation of the percentages of the total budget derived from the four main sources of monies. It is no less than fair to say that the board of education's contribution to adult education was decidedly greater than the percentages indicated on the graph. For in addition to supplying a sizeable portion of the instructional expense, the board underwrote the major operational costs. These included the lighting, heating, and maintenance of the buildings used for adult classes.

Forty-four per cent of the respondents expressed the feeling that the state aid subsidy was merely a token fee, and should be increased in accordance with the tremendous increase of adult education programs throughout Michigan. Undoubtedly, their point was well taken, for the 300,000 appropriation in Michigan for adult education looms

TABLE XII
PERCENTAGE OF BUDGET DERIVED FROM FOUR MAIN
SOURCES OF FINANCE



progressively smaller each year. This is primarily because new programs have emerged with great rapidity. Hence, since the legislative appropriation has remained static, state reimbursement has decreased proportionately. Programs have thus been forced to rely more and more on other sources of financial aid--namely, fees.

Because of the universal concern over finance among adult education personnel, this study posed two rather philosophical questions toward the directors, the aim of which was to determine if a consistent philosophy prevailed among them with respect to finance. The first query attempted to ascertain the feeling as to the ideal methods by which adult education should be financed. Table XIII represents the sentiments of adult education directors on the financial support aspect of adult education.

In this analysis, thirty-two per cent selected registration fees as their first choice for program support; twenty-eight indicated the board of education as the primary source; twenty per cent listed state aid as first choice. The least mentioned source of funds was the philanthropic, mentioned as a first choice in only four per cent of the cases. In view of the comparative low esteem that philanthropy as a source of funds was held, it might well be hypothesized that public school adult education directors prefer to follow the pattern of primary and secondary educators in attempting to keep adult education devoid of

TABLE XIII

FINANCIAL SUPPORT FOR ADULT EDUCATION
CHOICES OF ADULT EDUCATION DIRECTORS

<u>Choice</u>		<u>Percentage</u>
First		32
Second		24
Third		8
Fourth		4
From Registration Fees		

<u>Choice</u>		<u>Percentage</u>
First		28
Second		8
Third		16
Fourth		8
From Board of Education		

<u>Choice</u>		<u>Percentage</u>
First		20
Second		36
Third		12
Fourth		0
From State Aid		

<u>Choice</u>		<u>Percentage</u>
First		4
Second		4
Third		12
Fourth		0
From Philanthropic Sources		

individual influence or special interest groups. Yet, paradoxically enough, one of the nation's outstanding adult education programs (also included in this study) was supported almost entirely by philanthropic funds.

It is entirely possible that future expenditures in public school adult education might be derived proportionately more from non-public sources. Certainly this would be a distinct possibility in the event that adult education continues on a marginal basis. It was found that on a national scale adult education received only 1.9 per cent of the day school expenditures. Approximately fifty per cent of the budget of the public school adult education programs are underwritten by state aid.²²

Table XIII also shows the four choices of directors in the order of their preference. It is apparent from the respective percentages shown that adult educators generally favor financing their programs through some type of self-liquidating method with state aid as a supplementary source of assistance.

Fees. The second query attempted to discern the feelings of directors with regard to whether adult education should, from an ideal standpoint, be free of charge. This is a controversial issue among professional adult educators. Fine emphasized this point in the following remark:

²²Benjamin Fine, "Education in Review," New York Times, Sunday, October 5, 1952.

The most controversial issue facing many groups of public school adult education people today is whether fees should be required for courses. Some communities feel that a fee gives the adults a sense of belonging and a greater appreciation for the program. On the other hand, there is a general agreement that no one should be barred because of inability to pay fees.²³

The general feeling has been that adult education is logically a part of the total public school program, and therefore, should be free of charge. However, ninety-six per cent of the administrators interviewed felt that a modest fee should be charged.

The rationale for this feeling might well be classified as psychological. Directors felt that the fee tended to give the enrollee a degree of responsibility and "belongingness" toward a class. They strongly believed that the program was more highly respected and appreciated when a fee of some sort was charged. Some administrators asserted that they had tried consistently to initiate courses that were devoid of entrance fees. Usually they met with failure. The only types of classes that seemed to respond to the no-fee inducement were those that appealed to the general public, such as forums, and those which involved the family "in toto." The oft-heard axiom, "you don't get something for nothing," appears entirely applicable to this whole discussion concerning fees.

²³
Ibid.

The adult education budget. Management involves detail. Such items as budgetary considerations, payrolls, materials, and general finance can turn a school system into administrative chaos if they are not properly managed. In the managerial area, the budget loomed as a major concern of the director. In theory, the budget is an educational plan which attempts to justify the proposed program on the basis of need, available finances, and future educational trends.²⁴

Directors felt the adult education budget should not be a meaningless document conceived merely to meet the formal requirements of the board of education. Instead, they felt it should be flexible and realistic so as to meet the varying, emerging interests and needs of the community it serves.

Adult education budgets were usually arrived at cooperatively. The general procedure was for the director and his staff to prepare a detailed budget and submit it to the office of the superintendent of schools for approval. It was then presented to the board of education for formal affirmation. The budget was generally detailed enough to give school officials the specific information they desire, and broad enough to insure a degree of flexibility and adaptability.

²⁴ Arvid J. Burke, Financing Public Schools in the United States (New York: Harper and Brox., 1951), pp.438-445.

The relationship of the adult education budget to other divisions of the total public school program was a matter of grave concern to a majority of directors interviewed. In the past, very little consideration was given toward financing an educational program for adults. Administrators adhered to the "scarcity theory" of re-education for adults, believing that if adults desired a program, they should pay for it. However, the modern movement in public school adult education has largely contributed to a reversal of previous administrative practices.

When queried as to the degree of satisfaction or dissatisfaction directors had with respect to their budget, forty-eight per cent replied that they considered it very liberal; thirty-two per cent termed it satisfactory; only eight per cent called it inadequate; twelve per cent had "no comment." The high percentage (eighty per cent) of respondents who viewed their budget as satisfactory or better reflected the increasing tendency of public school officials to give due recognition to the importance of the adult education program as a potent force in the formulation of a favorable public opinion toward education. As a result, appropriations to adult education via the board have shown a tremendous increase in the last decade. From all indications, this trend will persist.

Payroll. Several other important aspects of management emerged from this study. Succinctly, they might be

classified as clerical. The first of these was the preparation of the payroll. In the larger programs of a highly centralized administrative structure, the payroll fell under the jurisdiction of the Business Manager. The function of the director here was to certify the number of hours each teacher spends in instruction and to relay that information to the payroll section. This was usually accomplished by means of a standardized blank filled out by the teacher, and certified by the director or a member of his staff. Payment was either made every two weeks with the regular school payroll, or it was transacted on a semester basis. If the latter method was utilized, payment was made in a lump sum. In addition, the routine and red tape were considerably lessened.

In the smaller school systems where there was no business manager, the director of adult education was directly responsible for processing of the payroll. Since many programs which operated on a relatively small scale were self-supporting, teachers were often not certain of teaching a class until it had met at least once. This procedure was a check to insure enough money from fees to cover instructional costs. Needless to say, the director who was associated with the smaller school system was often burdened with managerial detail. It was to his advantage to have had some knowledge of office procedures, of business

practices, and general clerical knowhow. He should also have been familiar with the state aid formula.

Records. Adult education directors were also held responsible for maintaining records on payrolls issued and on class hours taught. Many installed personnel data cards on their teachers in order to familiarize themselves more with them. In some states, such as Michigan, certification is necessary before a teacher can direct a class of adults. The consequence of failing to comply with such a directive was the loss of state aid reimbursement.

In programs where the night high school offered courses for credit, the director was accountable for all grades and transcripts. However, the trend in the programs studied was to release an interested teacher from a portion of his teaching load to assume the directorship of the night high school. This teacher then became, in effect, the night building principal, being responsible for all activities held in the evening in that particular school. Several of the programs included in this study have experimented with this unique technique. Interviews with the administrators of these programs have indicated that this new venture was highly successful. This trend was observed in twenty per cent of programs.

Understanding of basic certification procedures was essential to the adult administrator and often saved him a

great deal of grief over a period of time. It was also helpful for him to be able to maintain and interpret school records and other related data.

Ordering of materials. The last of this rather extensive list of managerial clerical functions concerned the ordering of such items as textbooks, instructional materials, etc. There was no conventional pattern; however, theoretically, the administrator was responsible for the total operation of the program. Therefore, ultimate accountability for having sufficient instructional materials rested with him. In programs of considerable magnitude, this task was delegated; in smaller ones the director assumed full obligation. Table XIV demonstrates the division of responsibility in the ordering of adult education materials as reflected in twenty-five Michigan public school programs.

TABLE XIV

RESPONSIBILITY FOR ORDERING OF MATERIALS
(Textbooks, Instructional Materials, etc.)

Sources of Responsibility	Frequency of Occurrence
Business office and director	08%
Director and staff	24%
Area coordinators and supervisors	16%
Board of education and director	04%
Centralized "bookstore"	04%
Teachers through director	44%

In summation, the area of Management was concerned primarily with finance procedures and those activities of a more clerical nature. Financial support of programs generally was derived from registration fees, state aid, the board of education, and philanthropic sources. Respondents considered their budgets satisfactory, and favored registration fees as their primary choice for program support.

Other responsibilities of directors included budget-making, payroll preparation, certification, the maintenance of records, and the ordering of instructional and related materials. Experience in financial matters, a knowledge of the state aid formula and certification procedures, and familiarity with business and clerical practices were important assets to the successful director.

It was apparent that the managerial responsibilities of the adult administrator were intimately related to the welfare of the total program. Such important procedures as financing, budgeting, and clerical routine made a significant contribution to the over-all stability, efficiency, and morale of the program. Administrators lacking training or experience in these areas were at a distinct disadvantage.

CHAPTER V

ADMINISTRATIVE PRACTICES IN ADULT EDUCATION

PART II

SECTION 1

Community Role

Introduction. It has been frequently hypothesized by professional adult educators that program success largely is dependent upon the administrator's role in the community¹-- in effect, his ability to win the respect and confidence of people and to perceive of the expectations of the numerous community agencies and organizations carrying on adult education programs of their own design. The basic orientation of directors interviewed in this survey would seem to emphasize the importance of community role. The "other-directedness" of the average director has tended to disassociate him from traditional institutional practices. At

¹For purpose of this discussion it seems appropriate to accept Cook's definition of "community" as: "(a) a population aggregate, (b) inhabiting a contiguous area, (c) possessing a heritage of common experience, (d) having a set of basic service institutions, (e) conscious of its local unity, (f) able to act as a whole in solving problems involving the public goal." See: Lloyd Cook, "School and Community," Encyclopedia of Educational Research (New York: The Macmillan Company, 1941), pp. 1000-1005.

the same time, the pressures of marginality and the enrollment economy have placed him in a position of dependency upon the adult populace. The public image that is created by virtue of his role adaptation will thus have a significant bearing upon the eventual success of his adult education program.

The major purpose of this section of Chapter V is to describe the various aspects of the administrators' roles in the community as they perceived of them.

Co-sponsorship. One of the distinguishing characteristics of American adult education has been the variety of agencies and organizations which have been associated with its historical development. It was previously pointed out that these community groups often lacked perpetuity in their adult programs because of their unstructured, impulsive nature. It has only been in recent years that public school adult education personnel have recognized the potential of these agencies and organizations in furthering the development of local programs. The "servicing" of community groups and organizations in the adult education area is termed Co-sponsorship.

Co-sponsorship of adult education classes is a relatively new trend in public school adult education. Essentially, this consisted of a cooperative arrangement between the public school program and a community organization that desired to offer a specific class or a series of classes for

adults. The public school adult education director acted as a "coordinator" or as a "liaison" between the school and the originating agency. Specifically, the director offered his services in the manner of providing facilities, instructors, publicity, and even in the organization of the course material.

Of the twenty-five programs in Michigan that this study included, sixty-eight per cent were presently offering courses in co-sponsorship with other community groups. These programs varied all the way up to fifty per cent co-sponsored classes. Although thirty-two per cent were without co-sponsorship, still ninety-six per cent of those particular directors interviewed considered the process highly desirable. The general feeling was that co-sponsorship of adult classes tended to bring the program closer to the vital needs and interests of the people. In essence, this procedure appeared to most closely approximate the methods whereby the desires of the people were most nearly satisfied. Many directors indicated that community organizations reflected the real needs of the people. In this respect, they felt justified in building their programs around the concept of "co-sponsorship." The reasons why directors considered the concept desirable are shown in Table XV.

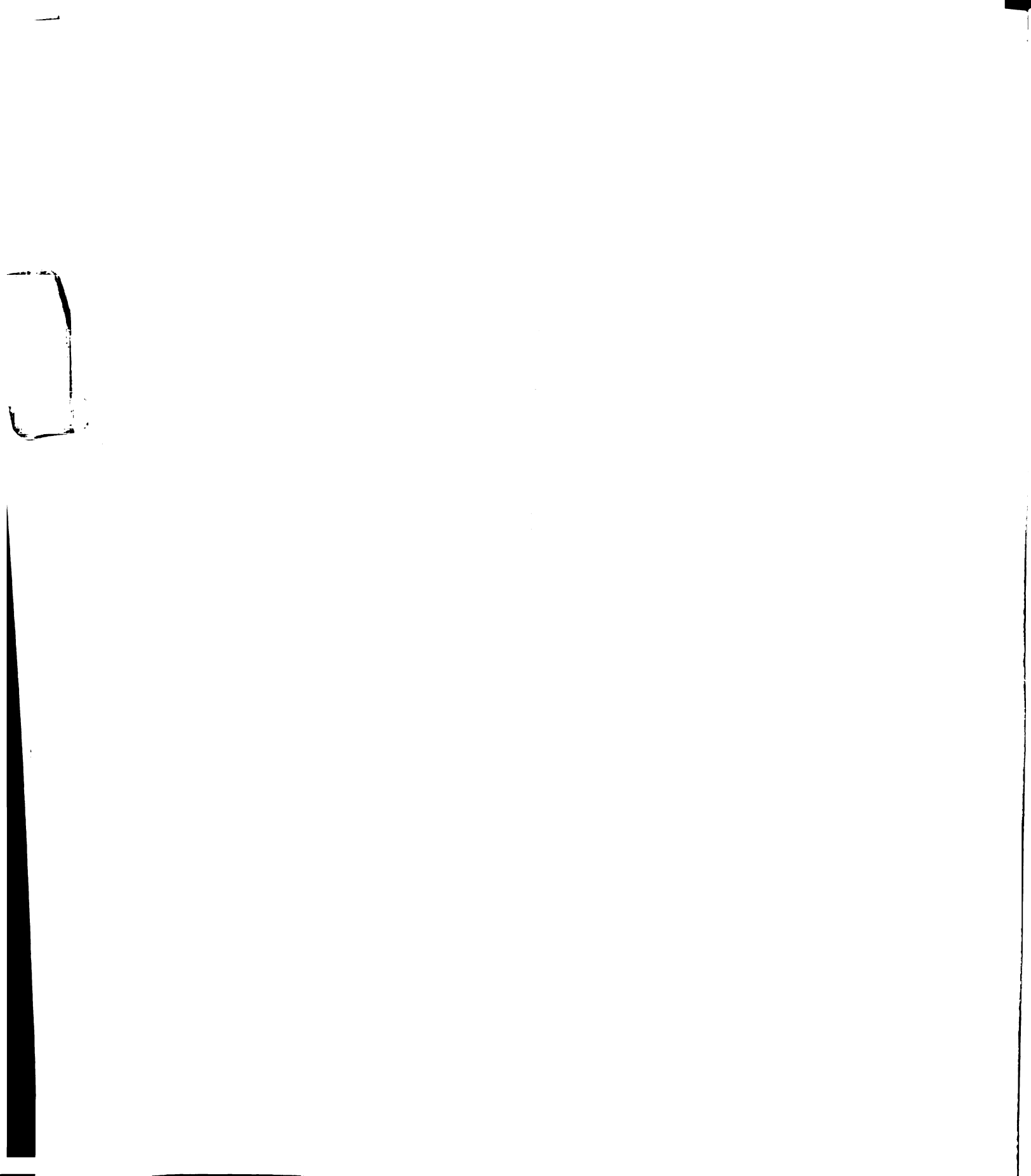
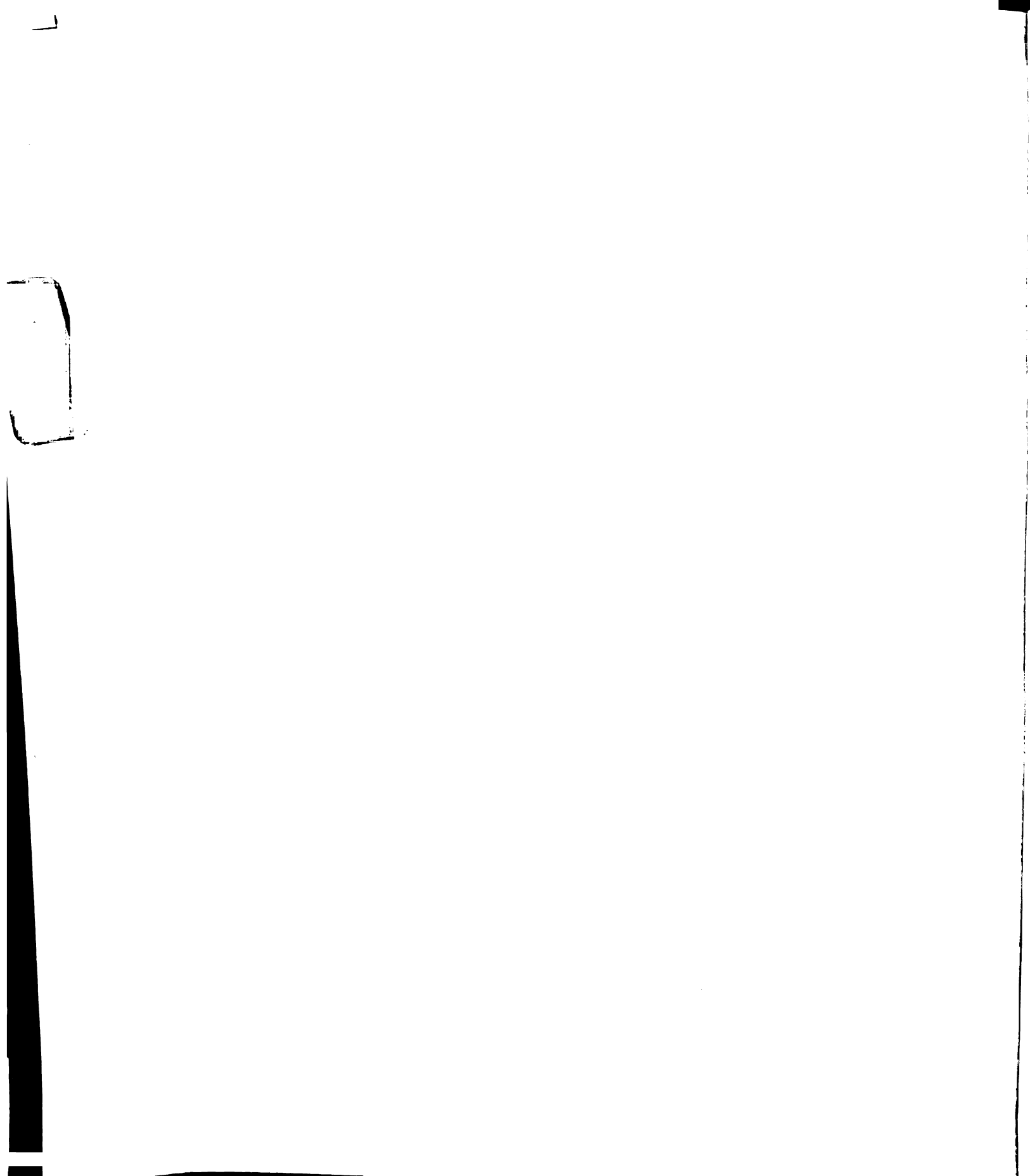


TABLE XV
REASONS FOR DESIRABILITY OF CO-SPONSORSHIP AS
EXPRESSED BY ADULT ADMINISTRATORS

Reasons Given by Respondents	Frequency of Reasons
Helps sell the program	8%
Creates favorable image	16%
Brings program closer to the people	16%
Factor in recruitment	8%
Aids in interpretation	20%
Prevents duplication of educational effort	12%
Better public relations	32%
Spreads the range of values and accomplish- ments throughout community	4%
Improves local program	8%
Lends status to program	20%
Provides homogenous grouping of interests and needs	4%



Tables XVI and XVII below indicate the extent of co-sponsorship that occurred in the selected programs, together with the desirability of this practice as expressed by the administrative leaders of the various programs.

TABLE XVI

ARE CLASSES CO-SPONSORED WITH OTHER AGENCIES?

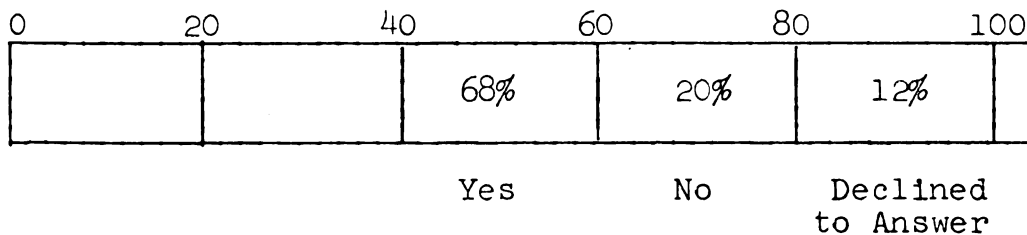
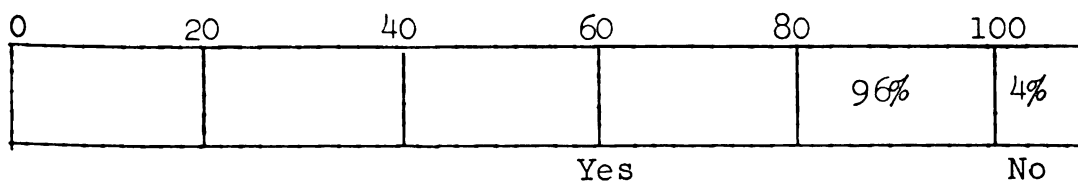


TABLE XVII

IS THIS DESIRABLE?



The service concept. Chapter IV indicated the general administrative role as one of "service." This implied that the adult administrator was constantly seeking to ascertain consumer preferences, and then adapting programs to these desires. The adaptation, however, was not merely programmatic.

It was noted that the basic relationship between student and school was altered; the teaching staff exemplified a relatively low degree of professionalism; and administrative orientation was primarily "other-directed." Service, however, was the principal constituent of all these characteristics.

What the preceding paragraph denotes is that a fundamentally different kind of educational agency has emerged--namely, that akin to a service organization. Accordingly, a new type of administrator has also emerged--one who offers to the adult community an educational program based on the concepts of service and agency coordination.

This study has indicated that directors generally conceived of their role with respect to other community organizations as one of service. They considered it extremely important to render their facilities and staff available to all service clubs, agencies, and community organizations interested in promoting adult education classes. Out of necessity for survival, cooperation has replaced competition. Public school adult education directors interviewed in this survey adopted the philosophy that the school is only one among many agencies interested in advancing the cultural and educational stature of adults. As a result, their programs were planned and executed accordingly.

The ways in which local directors perceived of their roles with respect to the various community agencies and organizations are shown in Table XVIII. It was noted that three basic themes were reflected: service, cooperation, and coordination. Directors generally distinguished between these three roles in their responses. No attempt was made by the author, however, to pursue this distinction.

TABLE XVIII

DIRECTORS' PERCEPTIONS OF THEIR ROLE WITH
RESPECT TO COMMUNITY AGENCIES

Perceived Roles	Number of Times Mentioned
Community coordinator	8
Service	13
Cooperation	10
Interpretation	3
Communication	2
Liaison relationship	4

Table XIX shows the various ways in which directors perceived of their roles as representatives of the public school administrative staff operating in the total community.

It was interesting to note the contrast in perceived roles between Tables XVIII and XIX. This can best be illustrated by comparing the three most mentioned roles which directors considered applicable to their situation. [See Table XX.]



TABLE XIX

DIRECTORS' PERCEPTIONS OF THEIR ROLES IN
THE COMMUNITY AS A MEMBER OF THE STAFF
OF THE PUBLIC SCHOOL

Perceived Roles	Number of Times Mentioned
Service	7
Public relations	9
Liaison	3
Interpretation	13
Create favorable image	1
Stimulate civic responsibility	1
Referral agent	1
Catalytic agent	1

TABLE XX

COMPARISON OF MOST FREQUENTLY MENTIONED ROLES

Roles with Respect to Community Agencies	Most Frequently Mentioned	Most Frequently Mentioned	Roles with Respect to their Positions on the Public School Staff
Service	13	13	Interpretation
Cooperation	10	9	Public relations
Community coordinator	8	7	Service

It was apparent that directors did differentiate between the roles that they assumed in order to fulfil the expectations of community agencies and organizations, and the various roles they assumed as representatives in the community of the public school staff. The most frequently mentioned roles in each of the two areas, service and interpretation, are, from a functional standpoint, basically different concepts. The data therefore suggests that directors were sensitive to this differentiation of role, and exhibited the necessary adaptations in terms of the way they defined their local situation.

The significance of co-sponsorship. The most obvious result of co-sponsored classes was the access it afforded to clientele. It would seem logical that most co-sponsoring agencies would have considerable influence in reaching a specific public. In so doing, co-sponsoring organizations served as the most effective medium for student recruitment the director had. At the same time, most community agencies or organizations possessed trained, experienced personnel within their ranks who were excellent prospects for adult teaching. It was pointed out that some programs recruited a significant percentage of their teachers from the lay community. Hence, both recruitment of students and teachers were enhanced by the co-sponsorship of adult classes.

Directly related to the above discussion is the possibility of co-sponsoring organizations providing course

content and courses of study for their classes. Since most community agencies are, in reality, special interest groups, it would seem that they would be desirous of furthering this interest through the control of subject matter. Some organizations, such as the Red Cross, insisted upon supplying its own teachers and using its own prescribed courses of study. This was not an unusual occurrence in programs having a high degree of co-sponsored classes.

There is still another element which pointed up the significance of co-sponsorship. This was concerned with the adding of prestige to the director's program. When important organizations or agencies certified or co-sponsored an adult class, the prestige of the co-sponsoring agency was automatically reflected in the local adult education program. The lending of organizational prestige to the director's program was a constant stimulus to the programs that were engaged in co-sponsorship.

The last point with respect to the significance of co-sponsorship concerns legitimizing the program. Marginality implies that acceptance of the program by the community is essential to survival. In this respect, co-sponsorship proved very important since it provided the most effective medium through which the director was able to establish his program as one of community service, potentially available to all who desire it.

Over the long run, co-sponsorship means that public school adult education can establish a service relationship to most of the organized groups in a given community. This can be accomplished symbolically by establishing the idea that the adult program is a community program.² The programs studied were committed to this novel idea, as evidenced by the high frequency with which co-sponsorship occurred in the programs.

Belonging to community organizations. The multiplicity of voluntary community associations is a phenomenon of contemporary society, and has come about as a result of cultural growth.³ The proliferation of voluntary associations has induced a shift in the individual's interaction pattern. This shift has occurred mainly in the changing emphasis from primary types of human relations to an increased emphasis on secondary types of social organization.⁴ Included among these secondary types are the various civic, social, professional, occupational, etc., kinds of organizations. Their increase in number and variety has been furthered by

²Clark, op. cit., p. 118.

³William F. Ogburn and Meyer F. Nimkoff, Sociology (New York: Houghton-Mifflin Company, 1940), p. 561.

⁴Loomis, op. cit., p. 123.

specialization, differentiation, urbanization, and other factors indicative of technological progress and cultural expansion.

The significance of these community associations insofar as adult education is concerned was the recognition of the secondary-type relations as important channels of education for adults. By gaining access to these channels, the adult education director was provided with a potentially greater clientele, and a partial legitimization of his adult program.

This survey indicated that local adult education directors in Michigan were alert to the tremendous potentialities of voluntary community associations, and were relatively in accord as to the kinds of roles they had to assume in order to be accepted by these associations and gain entrance to the adult education channels.

In addition to their experiences in educational and related areas, directors divulged wide participation in other adult education activities as members of church, civic, social, and fraternal organizations. Over ninety per cent of the respondents belonged to at least one of the above mentioned categories, exerting considerable leadership and interest in them. The manifest sentiments as to why they belonged to various community organizations centered mainly around their social attributes. Most respondents indicated that being active in community organizations established a

two-way communication process for them, improved their relations with agencies carrying on adult programs, and was invaluable in the promotion of their own program. The public relations aspect of "belonging" appeared to be the central theme of most opinions.

The significance of belonging to community organizations appeared to be also manifested in and directly related to the effectiveness of the local adult education program. In general, directors felt that being affiliated with such organizations as Rotary, Kiwanis, and the Chamber of Commerce brought them in direct contact with the influentials of a community, opened up new promotional channels, served as a sounding board for new ideas, and established a closer relationship with the larger community. "Membership" gave the director valuable in-roads leading to co-sponsorship of adult classes, and provided him with the ideal media for program evaluation.

Some directors expressed the opinion that the real value of belonging to various community groups was the liaison relationship it developed with business and industry; others felt that "belonging" rendered the administrator constantly aware of and sensitive to the emerging and changing needs of society as expressed by the people through representative community and social agencies.

Some respondents implied that they were almost completely dependent upon the advice and material aid these

organizations provided. A director of one of the state's finest programs remarked that being an active participant in community organizations was the key to lay cooperation, and offered the ideal arena for adequate social interpretation. This same educator also felt that mutual understanding was enhanced by participation in community groups, and that this understanding led to basic social problems being aired with unusual frankness and clarity. Table XXI shows the kinds of community organizations directors belonged to, together with the number of organizations from each type that directors belonged.

TABLE XXI

COMMUNITY ORGANIZATIONS DIRECTORS BELONG TO

Classification of Organization	Number of Organizations Belonged to by Director
Professional	15
Civic	45
Church	8
Fraternal	5
Agricultural	5
Business	2
Social	9

One of the directors, possessing thirty-three years experience as an adult educator, was quoted as follows: "The significance of belonging to these organizations is very great. You deal with the people who can make decisions--leaders who have great influence. You are able to coordinate

the creative ideas of people on civic problems at the same time they're thinking of them."

Although eighty-eight per cent of the directors felt that membership was the key to a dynamic program in adult education together with a wholesome attitude toward the American public school, there were some who deviated sharply from this philosophy. These dissenters approached the option of joining community organizations and clubs from two main points of view: First, they expressed the opinion that it was difficult to assume a dualistic role and still remain aloof from serious conflicts. They felt that belonging to various organizations restricted their mobility as an adult educator and confused the people with respect to their loyalties. Organizations, they maintained are basically selfish in promoting their own interests. Secondly, the feeling was that a director could not afford to be biased--a "join all or none at all" philosophy. They believed that the community could best be served by an impartial observer, and that it jeopardized the impartial role of the director to become a member of several agencies and organizations since it inadvertently induced conflicts and misunderstandings.

It is noted that the preceding described only the manifest sentiments for administrators belonging to community associations. The latent reasons were not disclosed by the formal interviews. However, it was apparent from informal discussions that many directors were basically insecure.

The basis for the insecurity stemmed from an array of factors (marginality, isolation, etc.), one of which may possibly be attributed to a divergence from the traditional teacher orientation pattern. Since all of the directors interviewed in this study had previous public school teaching experience, it would seem logical to assume that many had been oriented in typical teacher fashion with respect to their role and subsequent participation in community activities.⁵ In addition, the sensitivity that directors acquired as former teachers to special community expectations undoubtedly has had considerable carryover into their present positions.

If the foregoing assumption is valid, then it would also appear logical to assume that a substantial degree of the insecurity of adult education administrators stemmed from a nebulous definition of their role, and uncertainty with respect to the expectations of the significant community reference groups that they now interacted with, and with whom they rarely came in direct contact with as public school teachers.

In view of the preceding discussion, the author believes that the latent reasons for directors belonging to community associations are two-fold: (1) to legitimize their program so that it might attain an acceptable role,

⁵For an interesting discussion of the teacher's role in the community, see: Brookover, op. cit., pp. 237-253.

and (2) to create a favorable public image of themselves and the adult education program.

It is pointed out, in concluding this portion of community role, that the author does not purport to be able to validate the above on the basis of accumulated data. This arose out of the investigator's general observations, and was one which he deemed relevant to the characteristic pattern of this portion of the study.

Adult education advisory councils. One of the techniques directors used in establishing better relationships with the community was concerned with the unique role of the adult education advisory council. Ideally, this council consisted of laymen who were representative of the community at large, and who had more than a casual interest in seeing the educational needs of adults satisfied. They were generally selected by the director, and depending upon his leadership and ingenuity, were capable of rendering invaluable service to the program.

The importance of adult education councils was emphasized in the following summary statement made by the National Education Association on the basis of a study of adult education in the nation's cities:

Cooperation seems to be a key word in the development of a large percentage of existing adult education activities. Adult education councils or advisory committees are in operation. . . . in from one-third to over half of the cities. The councils help to integrate programs and provide a medium for exchange of ideas and information

while advisory committees give representation from other community groups so that the school program is planned in cooperation with other agencies.⁶

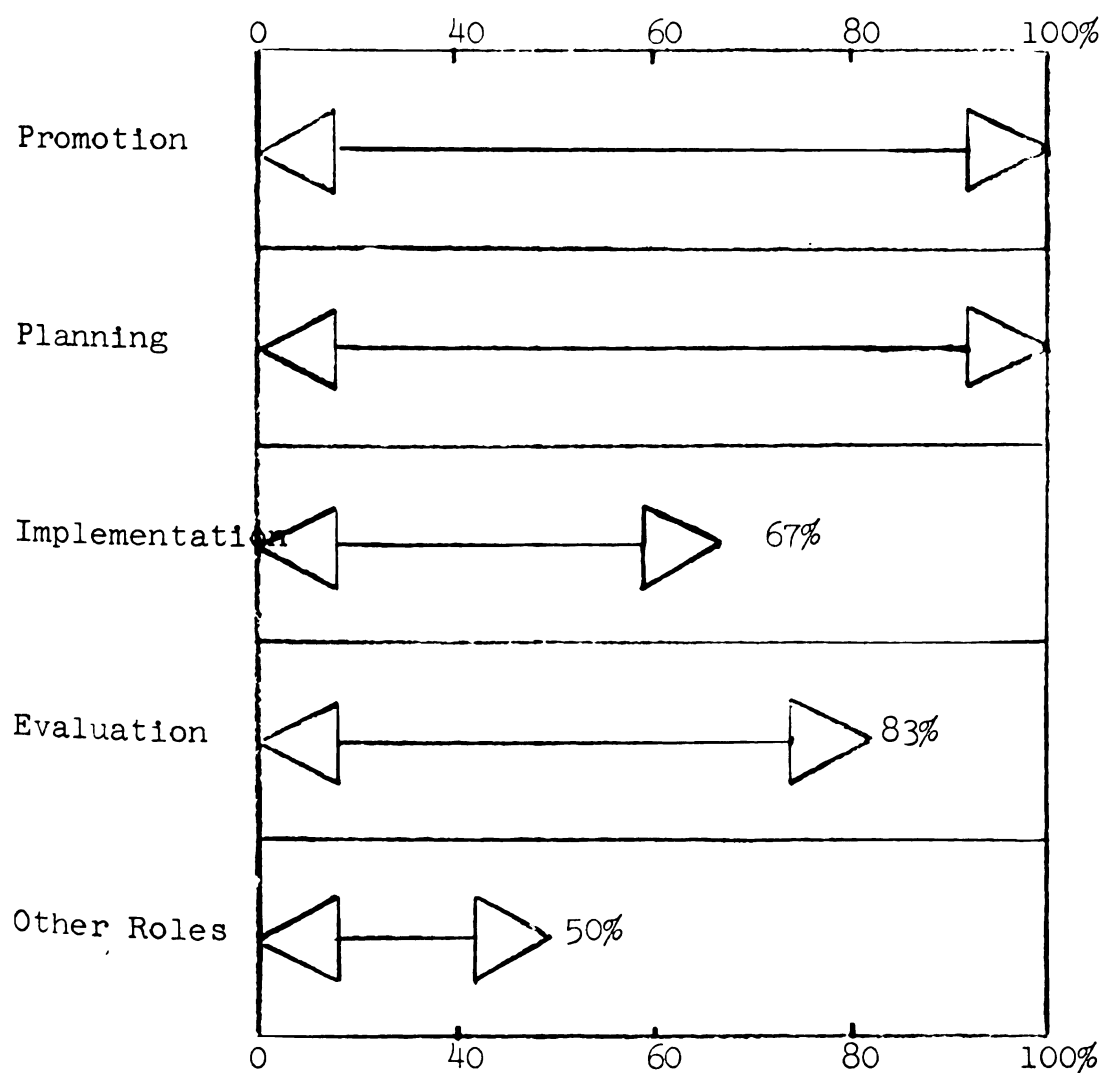
Out of the twenty-five programs studied, twelve had active lay advisory councils. The various functions of these councils were divided into the areas of promotion, planning, implementation, and evaluation. Table XXII exhibits by comparative percentages the ways in which these twelve councils functioned. Directors who worked closely with these councils stressed their dynamic qualities and the eagerness of their members to improve the quality of the program.

Of the thirteen programs involved in the study which had no advisory councils, only three directors expressed the opinion that they were of little or no value. Several, however, inferred that their main objection was that councils frequently discarded their "advisory capacity" too readily, and attempted to function in areas which were foreign to them or lay out of their scope. Others felt that their programs were too small to actually profit from an advisory council of the nature described. There appeared to be a direct relationship between the presence of an active adult council and the progressive expansion of the

⁶Gordon L. Lippit and Helen L. Allison, A Study of Urban Public School Adult Education Programs of the United States (Washington, D.C.: Division of Adult Education Service, National Education Association, 1952), p. x.

TABLE XXII

DEGREE OF RESPONSIBILITY ASSUMED BY ADVISORY GROUPS





adult education program. It was felt by the investigator that, where lay advisory councils were representative and actually functioning in their proper capacity, their influence upon well organized civic organizations and social agencies would be relatively great. The expressed sentiments of twenty-five directors of adult education on this specific point bore out the author's contentions. Forty-eight per cent of the respondents indicated that advisory councils had great influence in the community; twenty per cent felt they had some influence; sixteen per cent thought they had very little; and another sixteen per cent flatly stated they had none.

Directors strongly felt that if advisory councils could be limited in practice to an "advisory capacity" only, they would be of considerable value to the administrator in keeping him informed and sensitive to the "pulse" of the people. They further expressed the opinion that advisory councils must be representative of the community if they are to serve a useful purpose.

In general, adult advisory councils appeared to be somewhat more dynamic in the larger cities. Here, they were invariably composed of prominent, influential citizens. Often, they closely resembled a pressure group, both in structure and in action. At the same time, they were obviously less representative of the people than those councils selected in smaller communities.

Certain limitations are to be anticipated by the administrator in dealing with lay advisory councils of adult education. First of all, few situations are as unpredictable as those which can develop when community representatives gather to examine problems, propose solutions, and arrive at final recommendations through group consensus.⁷ Secondly, the adult education director who assumes the initiative in assembling an advisory committee obviously cannot control all factors in the situation. In fact, it would jeopardize his local program in the event he cared to do so.

It was found in the study that twenty per cent of the respondents favored limiting the functions of advisory councils to those of an "advisory" nature only. Apparently, some directors were anxious to involve people in the planning process, and equally as anxious to impose limitations on their roles and authority. It would seem that advisory councils which function as administrative sounding boards or status groups to give the stamp of approval to staff decisions should have no place in a public school adult education program.

It was noted that several directors indicated they had met with difficulty in attempting to maintain an effective working advisory council. Reasons for the

⁷ Snow, op. cit., p. 47.

difficulties were not brought out in the data. Perhaps Burch's⁸ penetrating analysis of adult education councils might shed some light on this. He indicated four reasons why councils often met with failure: First, the marginal character of adult education itself handicaps community attempts at coordination. Second, the representatives of various agencies who serve on the council seldom have the authority to act. Third, councils are usually organized on a volunteer basis, and are often poorly supported. Fourth, ineffectiveness among most adult advisory councils is due to their separatist character, since they are often not related to other aspects of community organizations. Finally, Burch indicated that urban councils were not representative, often being composed of professional educators and few lay citizens.

Another interesting explanation as to why councils fail was offered by Tead:

When committees fail, it is because the limits to their role are not clearly understood or because they have not benefited by proper leadership from the chairman.⁹

⁸Glen Burch, "Community Organization for Adult Education," Handbook of Adult Education, Mary L. Ely, ed. (New York: Institute of Adult Education Teachers College, Columbia University, 1948), pp. 284.

⁹Ordway Tead, Creative Management (New York: The Women's Press, 1935), p. 39.

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There is little doubt that advisory councils possess considerable potential when organized properly and given the right kind of leadership. However, as evidenced by the preceding discussions, the pitfalls are many. As indicated earlier, directors were concerned about the probability of councils ceasing to be "advisory," and taking over the adult program. It is doubtful whether such could ever occur if the limits to their role were clearly defined by the administrative leader. This suggests the possibility that, in some cases at least, the directors were at fault and not the councils.

Summary. This portion of Chapter V was concerned with the role of the adult education director in the community. It was found that the most programs were offered on the basis of community service. The image that the director had of himself was predominantly that of a service agent. Co-sponsorship was a valuable technique for penetrating the organizational structure of community agencies and organizations. The service concept along with co-sponsorship helped to create a favorable public image of the director and his public school program.

The basic orientation of directors was community-centered. This was evidenced, by the wide variety of community associations directors belonged to, and the significance that "belonging" had with respect to the effectiveness

of local programs. Advisory councils were valuable to those programs in which their role was clearly understood. They functioned mainly in the areas of promotion, planning, implementation, and evaluation.

SECTION 2

Adult Guidance and Counseling

The tempo of modern society and the swiftness of social change have helped to create among many people the feeling of bewilderment and confusion. Adults are sometimes frustrated because of genuine disparities between realistic and idealistic culture patterns. They become confused because they are powerless to do anything about those factors which affect their lives most. They are thwarted because the social forces and the institutions which surround their lives are so powerful that no individual can cope with them.

The needs of adults thus probe deep into community life. Since many of these needs deal with basic educational experiences, they are of primary concern to public school adult educators. The growing awareness of adult needs are reflected in the kinds of community services provided to satisfy them.

The purpose of this section of Chapter V is to present a delineation of the nature and extent of the guidance services provided by the adult education programs surveyed in this study. Included also in this section are a

description of teacher orientation procedures and a discussion of the counseling needs of adults as expressed by the local directors.

The Scope of Guidance Services

Introduction. The results of this study indicated that guidance services eventually may become an integral part of public school adult education programs. Two imposing factors seemed to bear out this observation: First of all, the influx of adult students in all areas of adult education have created a multiplicity of problems which appear to require guidance services. Secondly, the increasing interest in certain areas of adult education by the handicapped and the aging, together with the mounting personal and social problems in contemporary society, have magnified the possibility of instituting adult counseling as an additional service.

In addition to the factors cited above, the need for guidance services in public school adult education becomes increasingly apparent in view of the tremendous increase in enrollment in the community colleges and the night high schools throughout the state of Michigan. Professional adult educators are astounded by this surge in consumer demand and the implications that it has for adult education services.

This portion of the study has as its primary focus the guidance practices and procedures in public school adult education as revealed by local directors of adult education.

Adult counseling. Historically, counseling in the adult schools has been carried on in a haphazard manner. The local director, the classroom teacher, and the secretary all have participated in counseling activities as the occasion might arise and time permit.¹⁰ The quality of the counseling services rendered was largely dependent upon the natural ability of the individual doing the counseling and the information at his disposal. This study indicated that both the quality and extent of counseling for adults are on the increase.

Sixty-five per cent of all programs offered counseling services for adult students. However, this figure was somewhat misleading inasmuch as the term "counseling" carried with it numerous connotations. In general, there were four recognized areas in which the director operated with respect to counseling. They were: Informational, Educational, Vocational, and Personal.

Informational counseling. Much of the counseling services rendered adults was in the form of information-

¹⁰Philip M. Ferguson, "Practices in the Administration of Adult Education in the Public Schools of California" (unpublished Ed.D. dissertation, Stanford University, 1951), p. 115.

giving. This consisted primarily of giving information with respect to courses offered, course content, class location, time and direction of class meetings, and numerous other factual items. The greater portion of informational counseling was accomplished over the office counter by whomever happened to meet the public at that time. This type of counseling was a common feature of all programs studied, and was of major importance as a public relations technique since it contributed highly to client satisfaction.

Educational counseling. The most common form of adult counseling was that concerned with planning the educational objectives of adults. This generally included both credit evaluation and high school graduation service. There appeared to be a rather consistent pattern followed by adult education directors in carrying out this process. Directors attempted to ascertain the background, capabilities, interests, and educational needs of the adult student. This was accomplished either by interview and consultation or by referral.

"Advice giving" was a common practice among directors. Countless numbers of adults entered the adult education programs with an educational objective in mind, and sought advice from the administrator with respect to the curriculum they should follow. Because of time limitations imposed by the multitude of administrative duties they assumed, adult



directors could hardly avoid the giving of advice to prospective students. Although good educational counseling is committed to the philosophy that the counselee should be encouraged to think and act for himself, such was obviously not always possible. This disparity is a serious limitation to the area of adult counseling. It deserves major consideration by administrators in light of the tremendous acceleration of adult education enrollments.

Vocational counseling. Since this area is a speciality in itself, most of the vocational counseling was done by referral sources. Several of the directors interviewed, however, were former veterans' counselors, and were trained in this area. The adult director should be informed on matters pertaining to vocational guidance, but his participation in this kind of counseling was extremely limited. The scope of vocational counseling requires many more facilities in the way of testing and other related services than were available in the average public school adult program encountered.

Personal counseling. Although the major emphasis was on problems of an educational nature, directors inevitably found themselves confronted with many problems of a personal nature. Administrators generally supported the view that personal counseling, unless it was closely related to educational or vocational problems, was out of the province of

the public school adult program. As such, the adult director's primary function in this area was to identify those problems of a personal nature which required special help and to act as the source of referral.¹¹

In several of the programs studied, provisions were made to interview every enrollee, regardless of the type of class entered into. In some cases, this interviewing was done by qualified counselors. In others, it was accomplished by the adult instructors who were engaged in registration at the same time. It can be readily seen, however, that this procedure would prove cumbersome and impractical in those programs involving thousands of adults. According to the views of Michigan public school adult education directors, the solution to this problem lies in the establishment of a counseling service for adults as a part of the regular adult program. This is a probable trend in public school adult education and one which will gain momentum with the increase in enrollment.

Referral. With the significant increase of people entering into all areas of adult education, it is logical to assume that a greater proportion of social and personal problems of adults will be brought to the attention of the

¹¹ Ibid., Chapter VI. (Ferguson supports this finding in his study of California Adult Education.)

administrative staff. Since this study revealed no programs carrying on organized adult counseling, the problem of how to cope with those individuals taking adult classes who need professional help loomed as a serious one.

Interviews with directors were carried on in an attempt to identify the types of referral that were utilized to handle those personal, social, and emotional problems of adults that were out of the teacher's sphere of responsibility. An analysis of these data showed the following types of referral:

Forty per cent of the referrals made were directed to the guidance personnel of the public schools. For the most part, these included qualified counselors whose main responsibility rested with the counseling of secondary school youth. Judging from the outcomes of referrals, directors of the programs termed the quality of the service rendered highly satisfactory.

Guidance clinics were referred to in thirty-two per cent of the cases. It may be assumed that these referrals represented serious instances of personal difficulty, the cause of which may have stemmed from any number of sources. The role of the adult educator in this instance lay in identifying serious emotional disturbances as they manifested themselves, and to act as the agency of referral to the guidance clinic. Some directors were fortunate enough to be able to refer adults to experienced psychologists who were working part time with the adult education program.

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In many instances, the individual encountering difficulty happened to be a veteran. The referral was therefore made to the Veterans Administration. This occurred in twenty per cent of the cases.

Community referral. To complete the analysis of referrals, only four per cent were absorbed by social agencies and church organizations. This is a surprisingly low figure, and suggests the possibility that other community agencies were being overlooked which may be in a position to render valuable services in the area of adult counseling. One community, in particular, attempted to marshal its resources and discovered sources of assistance that had previously never occurred to it. One of these happened to be a very able and prominent judge who volunteered his services as a consultant in marriage and family problems.

The basic philosophy of referral finds its rationale in the premise that the best guidance services can be provided through the medium of a variety of resources. This would seem to be logical since there is no single teacher or counselor so versatile that he can replace a host of trained individuals with specialized experiences.¹²

The types of community resources that are possibilities for referral by an adult education program were cited

¹²Community Resources--In the Guidance Program, Professional Service Bulletin No. 11 (E. Lansing, Mich.: College of Education, Michigan State University, 1956), pp. 3-7.

in a recent publication by Michigan State University. They are: (1) social agencies, (2) service and professional organizations, (3) training institutions, (4) government agencies, and (5) churches.¹³

It was apparent that directors who complained about the lack of guidance services had not explored the many possibilities existing in their own communities. This observation is advanced in view of the fact that only four per cent of the directors had taken advantage of the wealth of agencies and organizations equipped to handle even the most complex of referral cases.

In summation, the area of guidance services in public school adult education is becoming increasingly important. It seems only logical to assume that as adult education grows in scope and in stature, it will, out of necessity, expand the guidance services offered to its clientele. Some of the most frequently mentioned possibilities were adult counseling, placement services for adults, and a testing service. In addition, adult directors need to be alerted to the unlimited resources available in their respective communities with respect to referrals, counseling, placement, etc.

Orientation Procedures for Teachers of Adults

One of the important dimensions which guidance assumed in this study was in the area of teacher orientation.

¹³Ibid., pp. 3-5.

Orientation procedures, in general, were more applicable to those teachers encountering their first experiences with adult students. However, the guidance-character of orientation was also relevant to experienced teachers, although many programs did not include them in the formal orientation procedures.

Sixty-four per cent of the communities studied carried on some type of an orientation program for adult instructors. The major purpose of these programs was to orient the new teachers with respect to classroom procedures, to the expectations of adult students, to gaining some insight into the psychology of adult learning, and in understanding the general philosophy of the program. Teachers' comments regarding the value of an orientation program were highly favorable. Many remarked that their classes might have been organized on an unsound basis had it not been for the information received from the orientation briefings. It is significant to note that many outstanding public school teachers meet with failure in conducting adult classes because of their inability to adjust to the basic drives and needs of their adult students, and because they fail to create the proper climate in their classroom. There is no doubt that the atmosphere necessary to insure worthwhile learning experiences in an adult education class is somewhat at variance with that usually deemed necessary in

conventional public school education and in institutions of higher learning.¹⁴

The ways in which administrators carried out orientation programs provided an interesting comparison. Forty per cent utilized a general meeting approach in which the adult education staff briefed the teachers in several areas of importance. Thirty-six per cent formulated a comprehensive list of instructions, and mailed a duplicate copy to each teacher. This might be termed a coldly efficient means of orientation, inasmuch as teachers were solidly in favor of printed instructions with detailed explanations of techniques and procedures, and seemed to fare better when expectations were "spelled" out for them.

The personal conference approach seemed to be highly rewarding and possessed potentialities the others lacked. This was utilized in twenty-eight per cent of the programs. The general procedure was for each director or the appropriate member of his staff to call in the instructor and discuss with him the methods, techniques, and problems encountered in the teaching of adults. These individual conferences were often more valuable to the administrator than to the teacher. Some directors used these talks as a means for improving their programs and as a method of evaluation, in addition to guiding and orienting the instructional staff.

¹⁴Overstreet, op. cit., pp. 80-82.

In eight per cent of the cases, the social hour technique was employed. Briefly, this consisted of a "coffee-dessert" type of gathering with the accent on informality. The social climate provided by such an approach encouraged participation and discussion by all. In addition, it served as an instrument for bringing the total staff closer together and thus acted as a unifying agent.

The preceding represented an objective report of orientation procedures in Michigan public school adult education. However, as so often occurs when relating ideal practices to the real, one discovers disparities between the two levels. To illustrate this phenomenon, seventy-six per cent of directors interviewed felt that the ideal orientation approach was through some form of a social hour. Yet, only eight per cent of these same respondents actually used this technique in their orientation programs.

Forty-four per cent of the directors favored brochures and written instructions. This approach was actually used in thirty-six per cent of the programs. Other orientation techniques expressed by adult education administrators as compared to their actual frequency of usage are shown in Table XXIII.

It is obvious from the preceding orientation procedures and techniques that the methods used reflected a great degree of diversity. It is also apparent that, in general, directors of adult education felt that the best approach to

the process of orientation was through some form of social hour in which an atmosphere of informality sets the stage for a discussion of common problems and pitfalls in the teaching of adults. It is highly probable that followup studies will discover the emergence of the "social hour" as the most prevalent trend in this increasingly important area of adult education.

TABLE XXIII
COMPARISON OF IDEAL AND REAL METHODS
OF ORIENTATION

Ideal Methods	Actual Occurrence
1. Personal Conferences, 24%	Occurred as a technique in 28% of the programs
2. General Meetings, 24%	Occurred as an approach in 40% of the cases studied
3. Staff Meetings, 4%	Occurred as a technique in 8% of the programs
4. Dinner Meetings, 24%	Was not utilized in any of the programs
5. Workshops, 12%	Not used as an adult education orientation approach

The Need for Guidance Services

The most apparent guidance problem as perceived by respondents was the lack of qualified adult counselors. Forty per cent of the directors conveyed this opinion. The establishment of a counseling service for adults might

conceivably serve a variety of functions. Some of the specific functions of such a service, as reflected by the views of program directors, are listed below in Table XXIV.

TABLE XXIV
PROBABLE FUNCTIONS OF A COUNSELING SERVICE
AS EXPRESSED BY ADULT DIRECTORS

Counseling Area	Frequency Mentioned
1. Aging and Retired	28%
2. Marriage and Family Problems	20%
3. Occupational and Vocational with an accompanying testing service	20%
4. Handicapped	12%
5. School Dropouts	4%
6. Veteran's Counseling	4%
7. Educational Guidance	8%
8. Placement Service for Adults	4%

It is doubtful that such a myriad of services could be justified as a legitimate branch of a public school adult education program. Yet, the pendulum appears to be swinging in that direction. In every community studied, some mention was made of guidance as being an essential part of adult education. In many cases, administrators in the field of adult education had very limited training or experience in guidance, and were unable to cope with the variety of

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problems they encounter. Hence, at this stage of development, the role of the director in the field of guidance was confined to that of information-giving and referral.

It was noted that counseling services for the aging and the retired were most frequently mentioned. Sensitivity to these needs is an encouraging sign since both federal and state education authorities of the nation are becoming increasingly aware of the many problems of adjustment facing aged and aging adults. Reassuring also was the recognition by adult administrators that the problems of the aging are not isolated ones, but matters which affect all people and are common to most communities.

One of the programs surveyed pioneered the area of gerontology as it related to a local public school adult education program. Interestingly enough, the director of this program pointed out that the real possibilities in successfully attacking this problem lay in a positive community-wide action program. He enumerated voluntary agencies, religious organizations, welfare groups, schools, as well as the aging themselves and their families, as obligated to help find solutions.

Summary. This section has presented the functions of the adult education administrator in the guidance area. Programs, in general, were found to have limited counseling services for adult students, with educational and informational counseling predominant. Vocational and personal

counseling were found to be greatly in need. Referral sources were used to some extent by the directors, but the potentialities of community agencies and organizations as guidance resources were generally overlooked. Guidance clinics were used most frequently as referral sources.

Orientation procedures for teachers of adults were commonly referred to as part of the guidance area. The general meeting approach was the most popular method of orientation, while the "social" hour technique was considered to be the most effective. The most apparent need in the area of adult guidance was for qualified counselors, especially of the aging and the retired.

SECTION 3

Public Relations

One of the most significant developments of public school education in recent years has been the increasing emphasis upon "public relations" as a means of social interpretation. This emphasis has been reflected in the educational literature, the curricula of graduate schools, and the very nature of the community college movement. Establishing good community relations has already become an integral part of public school adult education. This section describes the roles and responsibilities of adult education directors in the public relations area as they perceived of them.

Public Relations and the Community

Administrators responsible for the organization and administration of adult education programs must devote considerable time and energy to the cultivation of public interest, understanding, and support. It is axiomatic that local programs, in order to survive, need to win the confidence and support of individuals and organizations within the community. The program must, therefore, have status and be recognized by those who may be approached to assume positions of leadership within the program.¹⁵

Throughout this survey, directors emphasized the importance of sound community relations. Without exception, they acknowledged the maintenance of a "two-way" communicative process as a key factor in program success. It was apparent that administrators were aware of the great potential of public relations as an instrument for promoting local adult education programs.

All twenty-five of the directors interviewed listed Public Relations as one of the three most important elements in determining the eventual success or failure of their programs. Of all the areas of program administration, public relations rated the highest.¹⁶ From an operational

¹⁵Snow, op. cit., p. 98.

¹⁶This rating was based not on actual time spent in the operational areas, but on what directors conceived of as being the most important area. See Appendix B, Figure 2.

standpoint, the average adult education director spent approximately one-third of his time engaged in activities falling into the category of public relations. The greater the magnitude of the program, the greater amount of time and energy was devoted to this area. Several directors of the larger, more publicized programs indicated that over fifty per cent of their working hours was utilized in attempting to better the relationships of the public school with the various community organizations, social agencies, and miscellaneous groups.

The true effectiveness of any school is conditioned by the degree of community confidence in it. One method of insuring such confidence is to encourage community cooperation and participation in the planning of its various functions and activities. People who are active in school endeavors tend to be appreciative, informed, and sensitive to the needs of both school and community. By the same token, the school system which serves best in meeting the educational needs of the community and works in friendly cooperation with other agencies will profit most in sympathetic understanding and support.

As might be anticipated, program administrators often came in direct contact with a variety of community agencies and organizations. Invariably, these groups represented special interests. The local director was thus confronted with the task of servicing them. The frequency and kinds of

community groups with which adult education directors came in contact with are shown in Table XXV. It is interesting to note the scope and variety of these organizations.

TABLE XXV

COMMUNITY AGENCIES AND ORGANIZATIONS WITH WHICH
DIRECTORS MOST FREQUENTLY CAME IN CONTACT

Classification of Organizations	Number of Times Men- tioned by Directors
Business groups	12
Civic clubs	5
Service agencies	12
Women's clubs	3
Chamber of Commerce	8
Industrial groups	7
Library	2
Labor groups	6
YMCA and YWCA	5
City recreation	2
Men's clubs	1
Boy Scouts	1
Bar association	2
Veterans' clubs	1
Religious organizations	4
Medical association	2
Teachers' clubs	1

One organization which appeared to have tremendous potentialities in the area of community public relations was the coordinating or community council. This council usually consisted of one or two representatives from the various community organizations. Such an organization made it possible to have a well-integrated program for articulating the social, economic, recreational, cultural, religious, and

educational plans for the entire community. The council afforded school people an excellent opportunity to present the needs and problems of education for the consideration of all organizations. From the standpoint of interpretation it was important that educational leaders had an active part in planning the council program and participating in its functions. In those communities that had organized councils, public relations and improvement in human relationships were greatly facilitated. Directors of adult education generally felt these councils to be highly instrumental in the growth and development of their adult programs, and in giving them perspective as to people's needs and interests. These councils differed from the adult education advisory councils in that they were generally more representative of the total community, and were not limited to the area of adult education. In fact, these community councils were concerned with all types of community problems--educational, social and otherwise.

The role of the adult education advisory councils was described in an earlier portion of this chapter. The significance of these councils was pointed out by Paul Sheats, when he said:

The best possible program of public relations today is that involvement of those who foot the bill for the activity to be supported.¹⁷

¹⁷Sheats, and Others, op. cit., p. 152.

Additional Responsibilities in the Public Relations Area

The area of public relations inevitably burdened the director with a host of additional duties and responsibilities that were of great significance to the growth of the program itself. These additional responsibilities generally fell into four main categories. Directors reported the degree of responsibilities in those areas as follows:

1. Publications--100 per cent
2. Promotion--100 per cent
3. Speeches--88 per cent
4. Inter-agency communications--76 per cent

Promotion. Promotional activities in adult education depended upon the size of the community and the facilities available. Radio and television were possible media in large cities, while written materials and oral publicity were used most often in smaller areas. Directors invariably used the newspaper to announce registrations and publicize courses offered. Those programs having adult advisory councils often utilized their services in the promotion of new classes. Several programs studied favored "spot" announcements over radio and television, and found them to be highly effective.

An important channel for promotion was through the various civic, social, business, labor, professional, etc., organizations. Some administrators worked closely with

community councils and the council of social agencies. The potential of these two groups would seem to be unlimited since they generally represented large numbers of people from all segments of society.

Publications. The planning of printed or mimeographed brochures, pamphlets, and other sources of publications was a major public relations function of all adult administrators. There were various ways in which this task was accomplished. Obviously, in those programs where the local director had no staff, the responsibility was his alone. In these cases, the program director relied upon the public school art departments and his own ingenuity for best results. Directors of the larger programs tended to use commercial sources for printed materials, and often shared the financial expense with co-sponsoring agencies. A continuous stream of publications to the general clientele was characteristic of those programs having the highest enrollments.

Speeches. Adult education leaders were often called upon to make speeches at various social and professional functions. Directors agreed that these speeches provided excellent opportunities for conveying the aims, objectives, and values of education to a significant clientele. The frequency with which adult administrators were called upon to speak suggests a degree of acceptance and respect for the adult education "idea."

Inter-agency communication. Seventy-six per cent of the respondents maintained inter-agency communication as an administrative responsibility. Usually, the director was able to accomplish this through the media of community councils and adult education advisory councils. The basis for this type of communication was to keep all agencies and organizations informed, and to prevent overlapping and duplication of effort and program. This was a highly effective public relations technique, and one which commanded the constant attention of administrators.

The above activities tended to reduce the director's administrative operations considerably. However, public relations assumed such a position of importance in the total functional aspects of public school adult education that many respondents delegated their organizational and administrative duties to their professional and secretarial staffs. This provided more opportunity for them to interact with the myriad of civic, social, fraternal, professional, and religious agencies carrying on adult education programs in the community.

The Role of the Director in Public Relations

This study indicated that the role of the adult education directors in the field of public relations was predominantly one of interpretation. Directors felt that they were expected to interpret not only their own programs,

but the entire public school program as well. The general feeling among directors was that they were closer to the people, and were not looked upon in the same light as a regular public school administrator or teacher. Several directors conceived of themselves as liaison agents between the school and the community. The various ways in which local administrators conceived of their role are indicated in Table XXVI.

TABLE XXVI

ROLE OF DIRECTOR IN THE PUBLIC RELATIONS AREA

Role of Director	Frequency Mentioned
Liaison	9
Interpretation	14
Coordinator	2
Information agent	3
Community leader	1
Cooperation	3
Service	8
Belong to as many community organizations as possible	1

Directors unanimously felt their role should extend beyond the immediate program. Furthermore they expressed the opinion that it should be devoid of limitations with the exception of those imposed by local board of education policy. It was apparent that adult administrators, in general, conceived of themselves as being "community-oriented."

Most respondents felt that people in the community constantly looked to the adult education director for leadership and guidance in many areas of community life. This obviously infers that the director was continuously called upon to exert leadership. In this respect, twenty-three directors indicated that the role of the administrator with respect to leadership was to personally lead the community in the betterment of the existing program. Six felt that the director should give the people only what they want. Another group of six preferred to rely only upon the advice of their advisory councils.

Public Relations as a Legitimizing Instrument for Adult Education

Historically, schools have belonged to the people in theory only. The literature points out that the traditional administrator prior to World War I frowned on the use of school buildings by adults, and expressed what has been termed "a scarcity theory of education."¹⁸ "Education is a good thing for youngsters," he would say.

In fact, in smaller amounts it is even a legitimate charge on the public treasury at the college level but, after all, this sort of thing has to stop somewhere or the school administrator will find himself running an educational program which stretches from the cradle to the grave. Moreover, if adults want education, let them pay for it--the school budget isn't big enough to meet existing needs at the elementary and secondary levels.¹⁹

¹⁸Sheats, and Others, op. cit., p. 147.

¹⁹Ibid.

The above philosophy provided an almost impregnable barrier in the interpretation of the aims and objectives of the American Public School. To the forward-looking administrator, it presented a series of challenging questions: How could the schools hope to create a favorable supporting public opinion when they refused to open their doors to people of all ages from all walks of life? How could they hope to expand their programs and increase their budgets when they remained blind to the needs of the very people who helped create the public school and paid the taxes to maintain it? How could they dare to ask for public support in their building programs when the people were not aware of their antiquated facilities and thus, saw no need for new ones?

The above questions are crucial ones for public school education. In a sense, they extol the significance of an effective adult education program in the bettering of public school-community relations. For in spite of increased emphasis on new, dynamic concepts of educational leadership, there is little scientific evidence to prove that public school administrative practices have changed significantly in the last quarter of a century.²⁰ In addition, the tremendous growth of urban areas has created numerous complex

²⁰Melby, op. cit., pp. 15-16.

problems for the public school which have rendered interpretation increasingly difficult.

The results of personal interviews by the author indicated that directors perceived of their programs as a valuable public relations medium for the entire school system. Public relations served as the means by which they sought support from within. The justification of their programs as a public relations tool was of fundamental import, since it implied that the services rendered by the adult program were not only of value to the program but also were influential in helping to create favorable impressions of public school education, in general. Directors, then, justified their programs to the school system on the basis that they were instrumental in gathering support from voters and taxpayers alike.

The value of public relations stemming from an effective adult program was identified by a superintendent of the largest public school system included in this survey. He made the following observation:

Prior to the year 1950, our school system had never staged a successful bond or millage campaign. Since then, we've been involved in three major drives for more money for the schools. All three were overwhelmingly successful. And the last millage vote was more favorable than the first. To me, this represents a lesson in school interpretation. There is no doubt that the outcomes of these drives are traceable to the fine adult education program our school system offers the people. I'm sure that every adult who participates in this program represents a "yes" vote for the schools. We're convinced that a good adult education program means better schools for kids and bigger salaries for teachers.

The preceding point is further emphasized by the following statement made by the California Bureau of Adult Education:

Adults of the community who attend adult schools become friends of the entire school program. . . .

Several times in recent years the adult citizens of California have been called upon to vote on measures which provide the legal bases for the financial support of public education in this state. These citizens have consistently supported constructive legislation by large popular majorities. It is impossible to measure the extent to which adult education contributed to this result, but it is known to have been substantial.²¹

The value of public relations as an instrument of adult education fulfills a basic need for legitimacy. This need is characteristic of marginal organizations which strive for acceptance and support from significant sources. It was pointed out in Section 1 of this chapter that the "service role" legitimized the directors' program in the eyes of community agencies and organizations. A similar analysis can be made of the public relations area. In this case, the adult director legitimized his local program in the eyes of the school system by presenting his program as a public relations instrument for the betterment of school-community relations. Thus, by assuming two different roles--one of service and one of interpretation--the directors were able to gain support for their programs from both the community and the public school professional staff.

²¹Clark, op. cit., pp. 119-120. Extracted from California Schools, 22, No. 11 (November, 1951), 402-403.

In summation, the public relations area, as it related to the duties and responsibilities of adult education directors, was conceived of as synonymous with the interpretive process. Directors were expected to interpret the entire public school educational program to the community, in addition to serving as liaison between the school and community organizations. Directors legitimized their programs to the public school staffs by using them as instruments of interpretation for the total school program. The area of public relations was broad in its scope, encompassing such functional elements as promotion, publications, inter-agency communication, and speaking engagements. Fundamentally, public relations was considered in the same light as social interpretation. For it to be most effective, it should be a two-way communicative process.

CHAPTER VI

THE BACKGROUND AND TRAINING OF MICHIGAN PUBLIC SCHOOL ADULT EDUCATION DIRECTORS

Introduction

Throughout this thesis, the importance of the adult education leader in program success has been emphasized. Little mention has been made of the relevance of the director's background and training to the success of the adult education program. Yet, as in most key administrative positions, these two factors often turn out to be decisive ones. Kempfer identified the importance of background and training in the following statement:

The director is the key leader in any adult education program. If given adequate administrative backing, he--more than any other person--determines whether a program thrives or withers. Like the superintendent of schools, the director of adult education should have a broad background, vision, the potential for creative leadership, and the technical ability to organize and supervise. In addition, he should have extensive experience in educational administration and in community organization and a driving passion for continuous self-development.¹

The purpose of gathering information on the background and training of directors was to determine the relationship, if any, that existed between the individual's academic

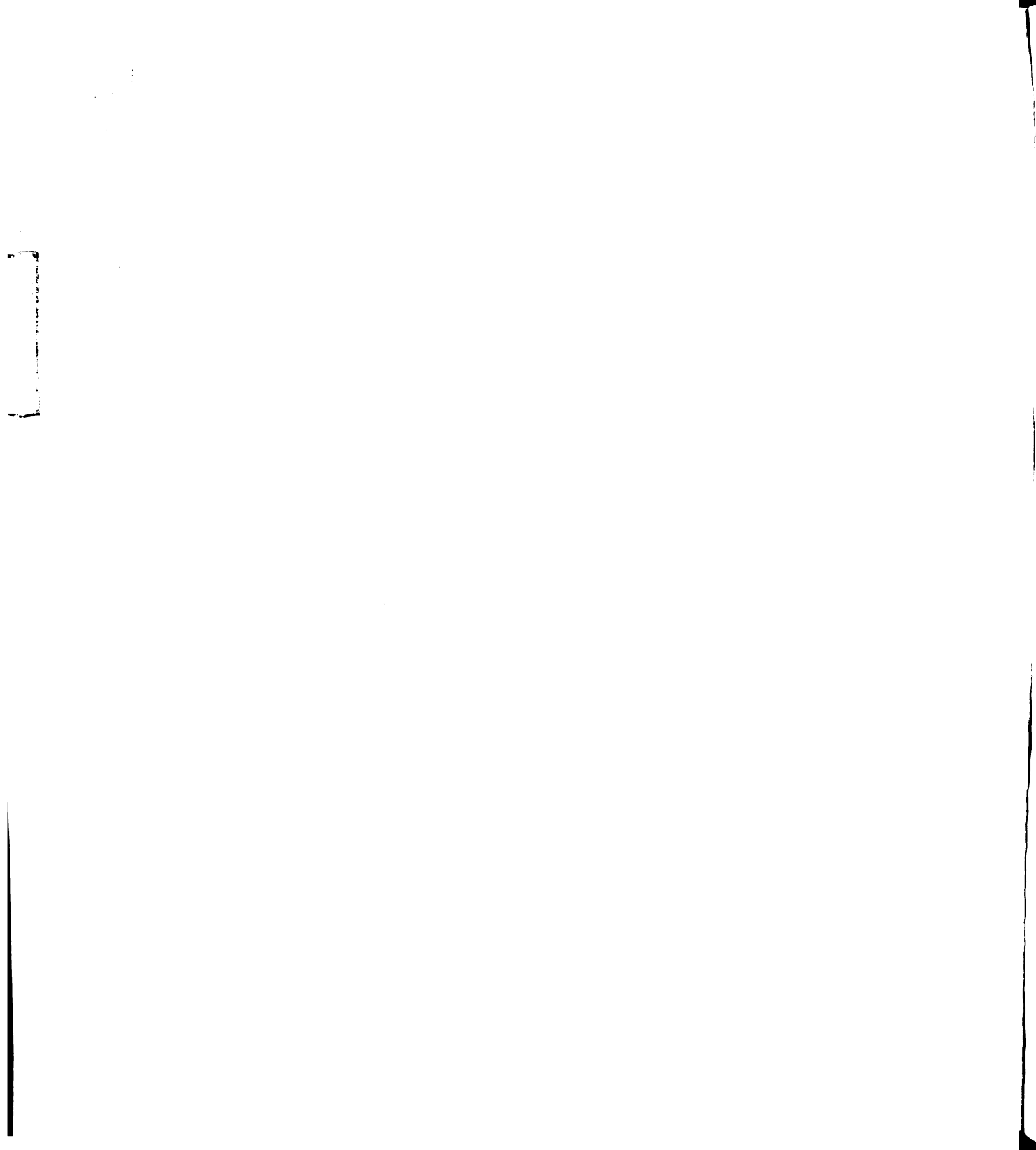
¹Kempfer, op. cit., p. 314.

training and educational experiences and the types of training suggested by this study. It was felt that information of this nature might have particular applicability to training programs in adult education and to the selection of potential adult administrators.

Background and Training

In any rapidly growing field, newly appointed leaders are likely to be limited in preparation. This is particularly true of adult education in which programs have emerged so rapidly that individuals were often catapulted into key leadership roles with little or no training or background in the field. In addition, many administrative positions in adult education are additional or supplementary responsibilities. As such, professional preparation in the adult education area would not likely be of primary consideration.

Of the twenty-five programs studied, 65.1 per cent employed full-time directors, while 34.9 per cent had teachers or administrators who occupied the position of adult education director on a part-time basis. These percentages become increasingly comprehensible if one considers the fact that the size of the school system, its financial status, the caliber of its personnel, and the nature of the community wherein it operates have considerable to do with determining the magnitude of the adult educator's position and program. On the basis of practicality alone, it is not



difficult to understand the rationale involved when a large public school system hires a full-time director, or when a relatively small system appoints one on a part-time basis.

It was hypothesized by the author that a substantial percentage of adult education directors would come either from the fields of vocational education or guidance. The results of the study validated this hypothesis. Fifty-six per cent of adult education directors had training or experience in the vocational education or guidance areas. This is a significant figure, and reflects to some degree the intimate relationship between general adult education and vocational education that currently exists. In addition, it symbolizes the tendency of many adult education programs to lean heavily toward the vocational areas, with the emphasis on occupational or economic objectives rather than on the social, cultural, or academic goals of adult education.

The emphasis on the vocational area by local directors might further be explained by the tendency of school systems to appoint part-time directors on a dualistic basis--which includes being director of both adult and vocational education. This particular pattern existed in twenty-eight per cent of the programs. The theory behind this type of arrangement was that the relationship between adult and vocational education is very close. Hence, one administrator might just as well handle both areas. However, Kempfer

feels that, with their specialized training and their habit of thinking in vocational terms, vocational education people often go about developing other areas of adult education in conformity with the vocational pattern.² This type of conformity would make it difficult to develop a broad, liberal adult education program. Table XXVII shows the breakdown by subject areas of Michigan adult education classes for the year 1955-1956. It is noted that vocational-type classes represented 23.97 per cent of the classes reported--a significantly high proportion of the total.

All the twenty-five directors interviewed had public school teaching experience--all but two came from the ranks of secondary education. Seventy-six per cent had previous educational administrative experience, ranging from that of a supervisory capacity to superintendent of schools. The average director was about forty-five years of age with between fifteen to twenty years of association with public school education.

The level of education of the directors was high. All twenty-five had a college degree. Forty per cent had achieved their masters, while eight per cent were the recipients of a doctor's degree. The majority of those holding a master's degree majored in educational administration. Since

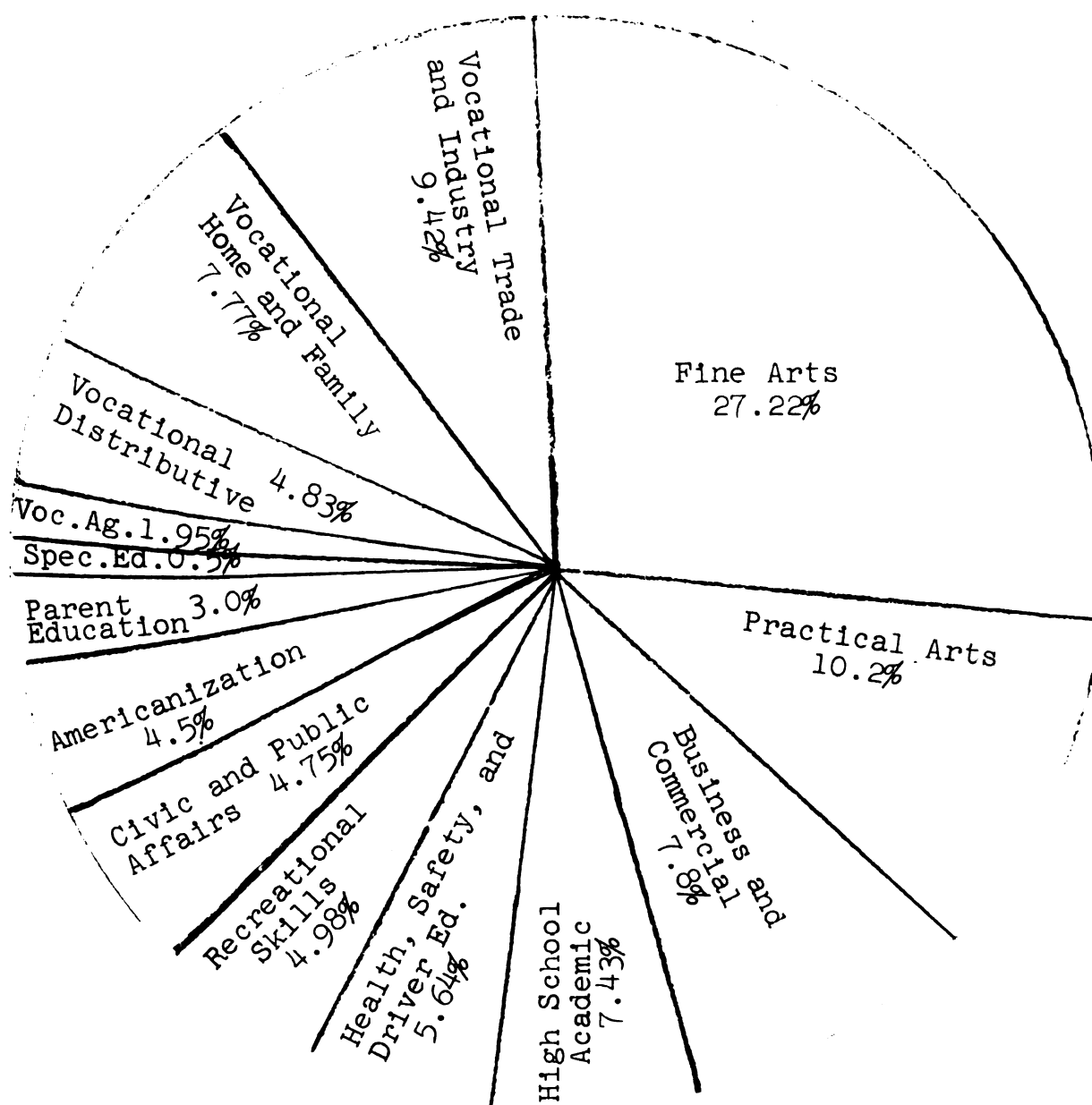
²Ibid., p. 315.

TABLE XXVII

MICHIGAN PUBLIC SCHOOL ADULT EDUCATION ENROLLMENTS
1955-1956

General Adult Enrollment in 223 Districts. . .	241,628
Vocational Adult Enrollment in 202 Districts. . .	<u>76,201</u>
Total Enrollment for the Year	317,829

Enrollments by Subject Areas
Representing 12,574 Classes



only a very few institutions of higher learning in the nation offer advanced degrees in adult and continuing education, it is understandable that none of the directors had any formalized training in this field.

The average director spent a considerable portion of his professional career residing in the community in which he was employed at the time of the interview, indicating a general familiarity with the customs and traditions of the locale and its people which invariably escapes the newcomer. In terms of being able to identify intelligently the needs and interests of a community, this factor manifests far reaching implications. The ultimate success of any program in adult education is to a considerable extent contingent upon the ability of the director to satisfy the consumer demand by meeting the needs, interests, and desires of the people. This difficult task can be accomplished only if the administrator understands thoroughly the social, economic, and political structure of the community he serves. In this connection, it is interesting to note that fifty-seven per cent of the directors interviewed were instrumental in the original organization of the program they were presently administering. Tables XXVIII and XXIX represent the length of time directors spent in the community in which they were employed at the time of the interviews together with the length of time they have held their present position.

TABLE XXVIII

LENGTH OF TIME DIRECTORS RESIDED IN THEIR COMMUNITY

Years							
2 to 5							
6 to 10							
11 to 15							
16 to 23							
24 - life							

TABLE XXIX

LENGTH OF TIME DIRECTOR HAS HELD PRESENT POSITION

Years									
2 to 5									
6 to 10									
11 to 15									
16 to 23									

 = one person

Past experiences in adult education activities. The compilations with respect to past experiences in adult education activities exemplified an unusual diversity. Fifty-two per cent of the directors had previous adult teaching experience; twenty-six per cent had been involved in veterans administration positions; thirteen per cent had experiences in the general category of community services; thirteen per cent were associated in some way or another with industry; seventeen per cent pursued business interests related to adult education; and 4.3 per cent had experience in public relations.

Past educational experiences. In contrast to the diversity of experiences described in the preceding paragraph, the educational experiences of directors of adult education reflected a relative homogeneity. These are expressed as follows:

1. Teaching experience--100%
2. Educational administration--76%
3. Guidance and counseling--26%
4. Athletic administration--8.6%
5. Recreational administration--4.3%

The preceding discussions bring into focus a general picture of the adult education director in Michigan's public schools with respect to background and training. Perhaps the most effective method of portrayal is to reduce the data

1

presented to somewhat of a composite.

The average adult education director as revealed by this study, is of the male sex, forty-five years of age with a relatively high degree of educational and social maturity. He has had fifteen years of successful secondary teaching in a variety of academic fields. He has a thorough knowledge of public school administrative practices and procedures by virtue of having held at least one key administrative position, and has been invariably associated with the guidance and vocational education areas. He holds a master's degree in educational administration. The average director has a gregarious personality, and possesses an unusual ability to meet and get along with people from all walks of life. This attribute, along with his past experiences in adult education activities, has made the transition from secondary education to adult education an easier one. He understands the full significance of community organizations and social agencies as they relate to the ultimate success of his program. He makes full use of their value both as a public relations medium and in the social interpretation of adult education to the public at large.

Summary

This chapter presented a brief analysis of the background and training of twenty-five Michigan directors of adult education. It was found that over fifty per cent of the directors had previous training or experience in the areas of guidance or vocational education. All respondents were former public school teachers, while a high percentage had previous experience as a school administrator. Graduate training, for the most part, was concentrated in the educational administration area.

Over half the directors had previous experiences in the teaching of adults. Other areas in which the interviewees

disclosed some experience were veterans administration work, community services, business and industry, and the field of public relations. In all probability, the broad-gauge guidance person encountered the least amount of difficulty as an adult education administrator.

CHAPTER VII

IMPLICATIONS FOR A PROPOSED GRADUATE TRAINING PROGRAM FOR ADULT EDUCATION DIRECTORS

Introduction

For many decades in American education it was deemed sufficient to provide educational leadership for the immature. The basic assumption has been that before people reached adulthood, they would be able to assimilate the knowledge and skills necessary to prepare them to meet the problems of their adult years. In the context of modern society, this assumption is obviously unsound. It is already a platitude that democracy can survive in a complex age only if its adult populace has the desire and the opportunity for continuous new learning experiences. The entire nature of the adult education movement is predicated on this conviction. The most prevalent and persistent problem of that movement is to discover and train leaders who can exert the type of influence characteristic of educators but employ methods geared to adult problems and adult psychology.¹

The task of training leaders for public school adult education is a difficult one. This study has indicated that

¹Overstreet, op. cit., p. 3.

the adult education directors interviewed provided an interesting contrast to the general conception of a public school administrator. This was reflected in the basic orientation of directors, together with the kinds of administrative practices and procedures pursued by them in order to carry on an effective program. The implication would seem to be that public school education administrators need a fundamentally different kind of training at the graduate level from that commonly experienced by superintendents and other public school administrators.

This chapter presents a series of implications which appear applicable to the formulation of a graduate training program for adult education leaders. The implications are derived from five sources:

1. from suggestions made by recognized authorities in the field of adult education,
2. from the background and training of adult education directors included in this study,
3. from the opinions of directors interviewed in this study,
4. from an analysis made of the administrative practices of program directors, and
5. from the general findings of the study.

Implications from Suggestions in the Literature

As pointed out previously,² the literature reveals little in the way of an organized approach to training programs for adult leaders. Kempfer cites a diversified curriculum as preferable to specialized training.³ He prefers the social sciences and the sciences of human development as recommended fields of study, with some acquaintance with the vocational fields, the arts and crafts, and science as highly desirable. Hallenbeck suggests that the content of training for adult leaders encompass eight general areas.⁴ They are:

1. History of Adult Education
2. Philosophy of Adult Education
3. Functions of Adult Education
4. Administration of Adult Education
5. Emotional Requisites for Adult Educators
6. Community and Community Organization
7. Psychology of Adults
8. Methods and Materials

The Overstreets have suggested the Interneship as the method for training leaders in adult education. They

²See Chapter II, "Review of Literature."

³Kempfer, op. cit., p. 315.

⁴W. C. Hallenbeck, "Training Adult Educators," Adult Educational Journal, 7:4-10, January, 1948.

enumerate five distinct values to recommend it: (1) it gives the prospective leader a chance to develop those habits of attention and response that often rate so high among the psychological tools of the expert adult educator; (2) it makes for continuity of leadership within an institution or community; (3) it gives the new leader an incentive to keep growing; (4) it allows an established leader the opportunity to keep broadening himself by the very fact of his having internes who look to him for guidance; (5) it prevents the genuine insights and resourceful practices of great leaders from being utterly lost when the individuals disappear from the scene.⁵

In essence, little in the way of research has been done relevant to this matter of training future adult education directors. In addition, colleges and universities appear to be superimposing traditional types of administrative training upon the adult education area. It would not be surprising if such practices ultimately prove impractical and unrealistic.

Implications from the Background and Training of Adult Education Directors

The data from this portion of the study suggested little in the way of application to a proposed graduate

⁵Overstreet, op. cit., pp. 178-181.

training program. In the main, directors revealed a broad, diversified experience level at both the teaching and administrative levels. They were generally selected for their positions because of experience and maturity. Only four per cent of the directors interviewed had previous graduate training in the field of adult education.

In all probability, the most significant implication associated with the administrators' background and training is concerned with the high percentage of guidance and vocational education people who entered into adult education administrative positions. Over fifty per cent of the directors fell into this category. This suggests that a rather close relationship exists between the nature of these two areas and adult education.

It was true, also, that individuals in vocational guidance, in veterans administration work, and in other areas closely allied with guidance seemed to make the transition into adult education much easier than those who entered via teaching or administrative channels. It would seem, on the basis of these findings, that some training in the general guidance area would be a prerequisite for those entering the field of adult education.

Implications from the Opinions of Directors of Adult Education

This study was designed to use within its framework five broad areas out of which it was assumed that the greater portion of the duties and responsibilities of directors

would fall. These areas were: (1) program administration, (2) organizational procedures, (3) adult counseling and guidance, (4) public relations, and (5) the role of the director in the community. A sixth area, management, is recognized as an integral part of the administrative function. It was treated, however, as a distinct area for the sake of convenience during the formal interviews.

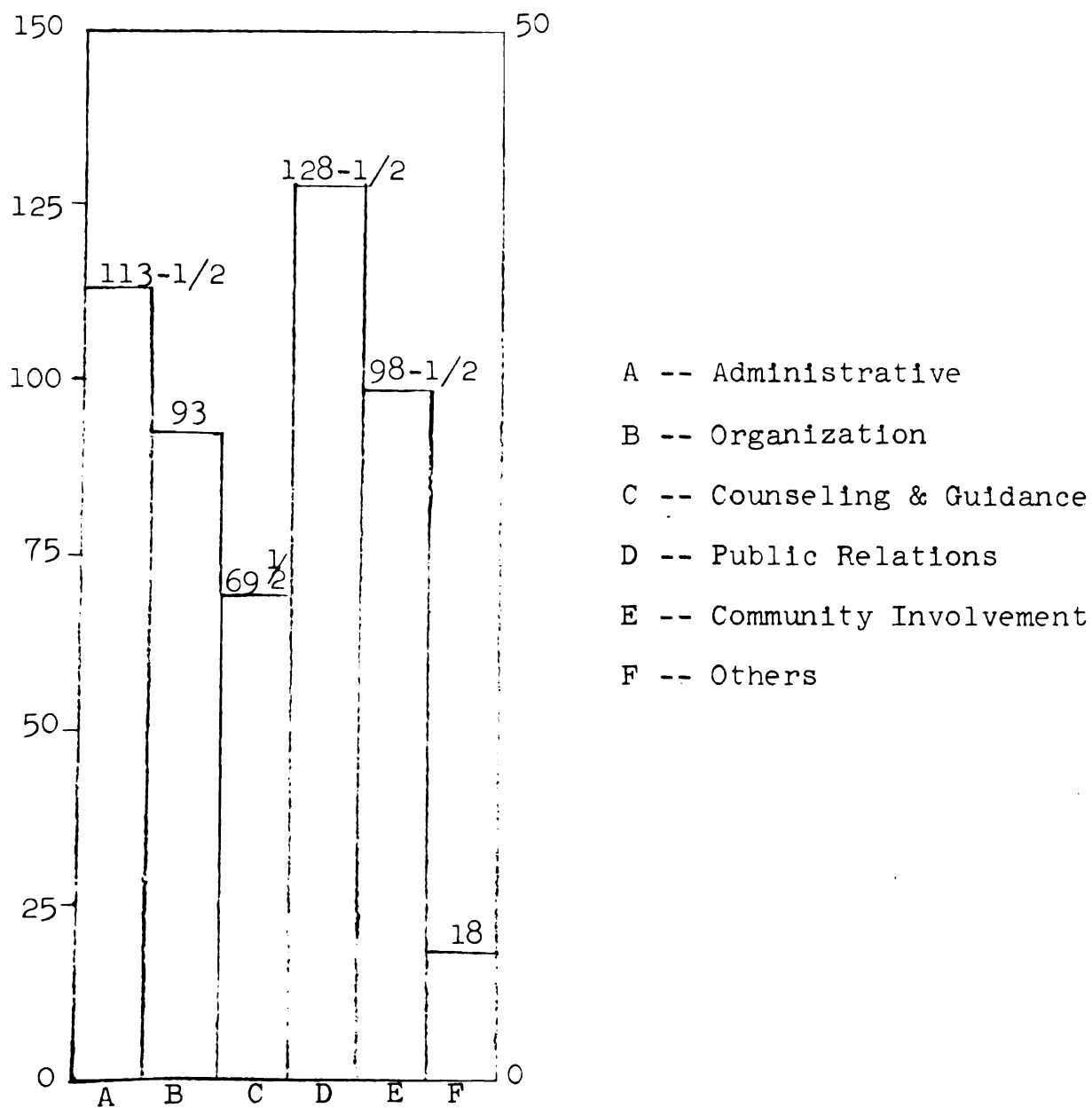
Directors were asked to rate these areas in the order of their importance as they related to the training of adult leaders. Table XXX shows a comparative analysis of these ratings. It is noted that respondents considered the area of public relations as slightly more important than the actual administrative aspects of their programs. Furthermore, the significance of community role is emphasized by the fact that directors ranked it third in degree of importance.

Table XXXI represents the frequency with which the five operational functions were mentioned as being among the three most important areas for a potential training program. The number of times these areas were listed among the three least important is also indicated. It is apparent that directors considered their relationships with people and the general community as somewhat more important than the mechanical aspects of their programs.

Respondents were also asked to make specific suggestions concerning the composition of a graduate curriculum designed

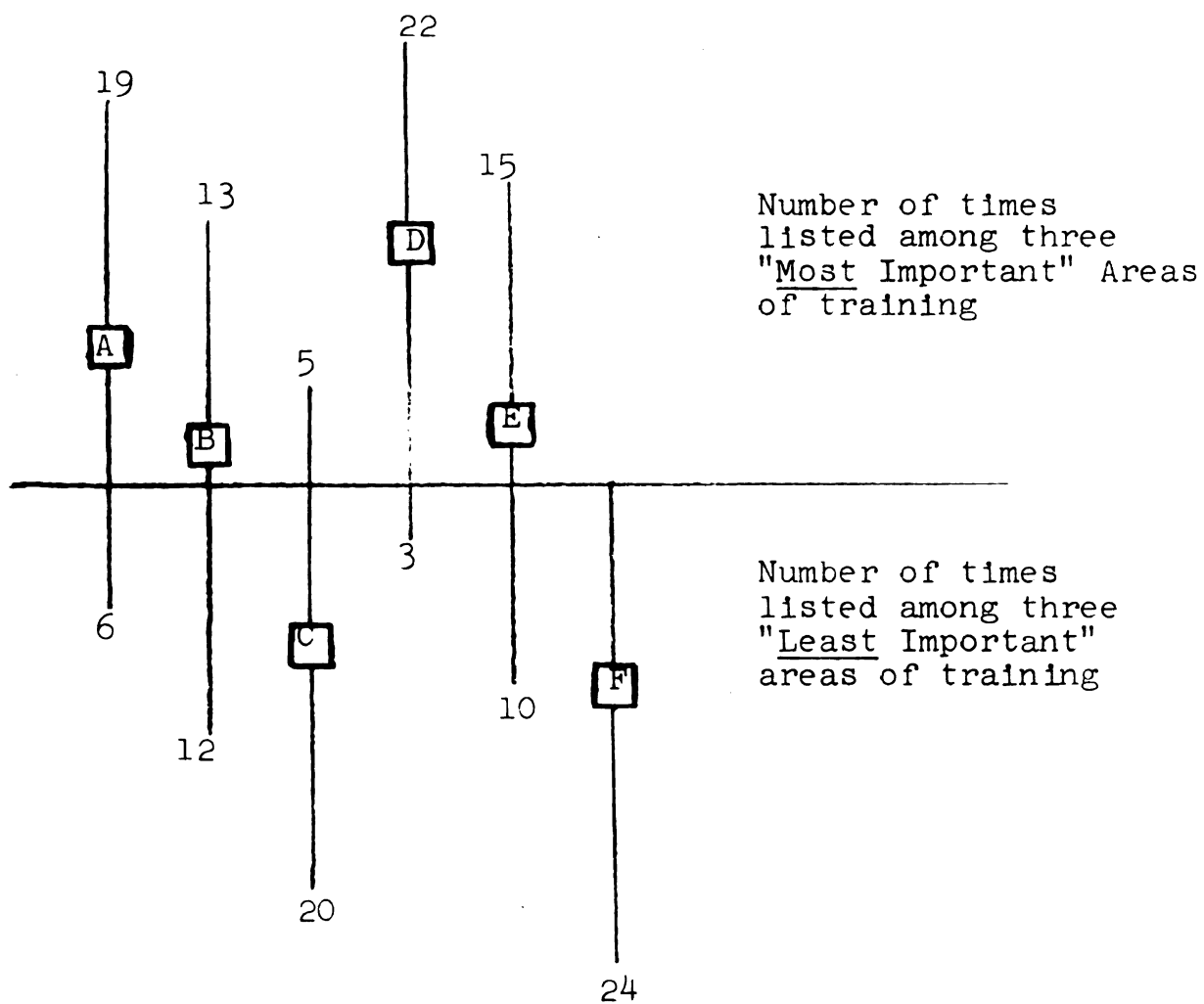
TABLE XXX

DIRECTORS' RATINGS OF THE RELATIVE IMPORTANCE
OF ADULT EDUCATION OPERATIONAL AREAS AS
THEY RELATE TO TRAINING PROGRAMS



Scale: 6 points for 1st Choice
5 - 4 - 3 - 2 - 1

TABLE XXXI
 FREQUENCY OF RELATIVE POSITION FOR
 TRAINING RECOMMENDATIONS



- A -- Administration
 B -- Organization
 C -- Counseling & Guidance
 D -- Public Relations
 E -- Community Involvement
 F -- Others

to train future adult education leaders. The results of this query is shown in Table XXXII.

As indicated by Table XXXII, the internship ranked very high along with public relations and administrative training. Table XXXIII shows the percentage of times specific recommendations for training were made in the five most common areas mentioned by respondents.

The views of public school program directors suggest that the prospective adult leader have a broad educational background. According to their opinions, traditional administrative training is inadequate. Directors felt that a graduate program in adult education should be multi-disciplinary, encompassing such areas as sociology, political science, and psychology. As the charts clearly indicate, there was a strong sentiment toward the internship as a training device. The feeling was that this method afforded the prospective administrator an opportunity to become involved in a working situation but not so deeply involved that he was prevented from taking an over-all view of adult education. In addition, the internship precludes the possibility of inexpertness doing too much harm to a community program.

Respondents consistently ranked the area of public relations high, along with regular administrative training. They felt a graduate curriculum should include the history and philosophy of adult education, the psychology of adult

TABLE XXXII
 SUGGESTIONS BY DIRECTORS FOR A GRADUATE PROGRAM
 DESIGNED TO TRAIN FUTURE ADULT
 EDUCATION LEADERS

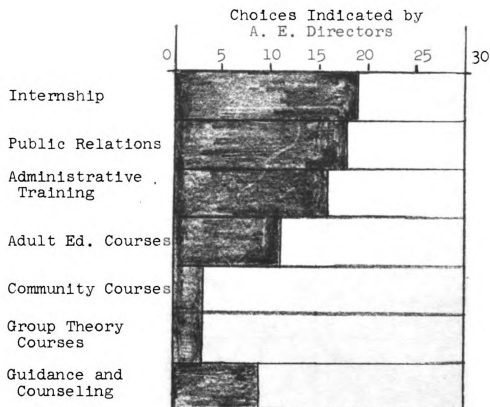
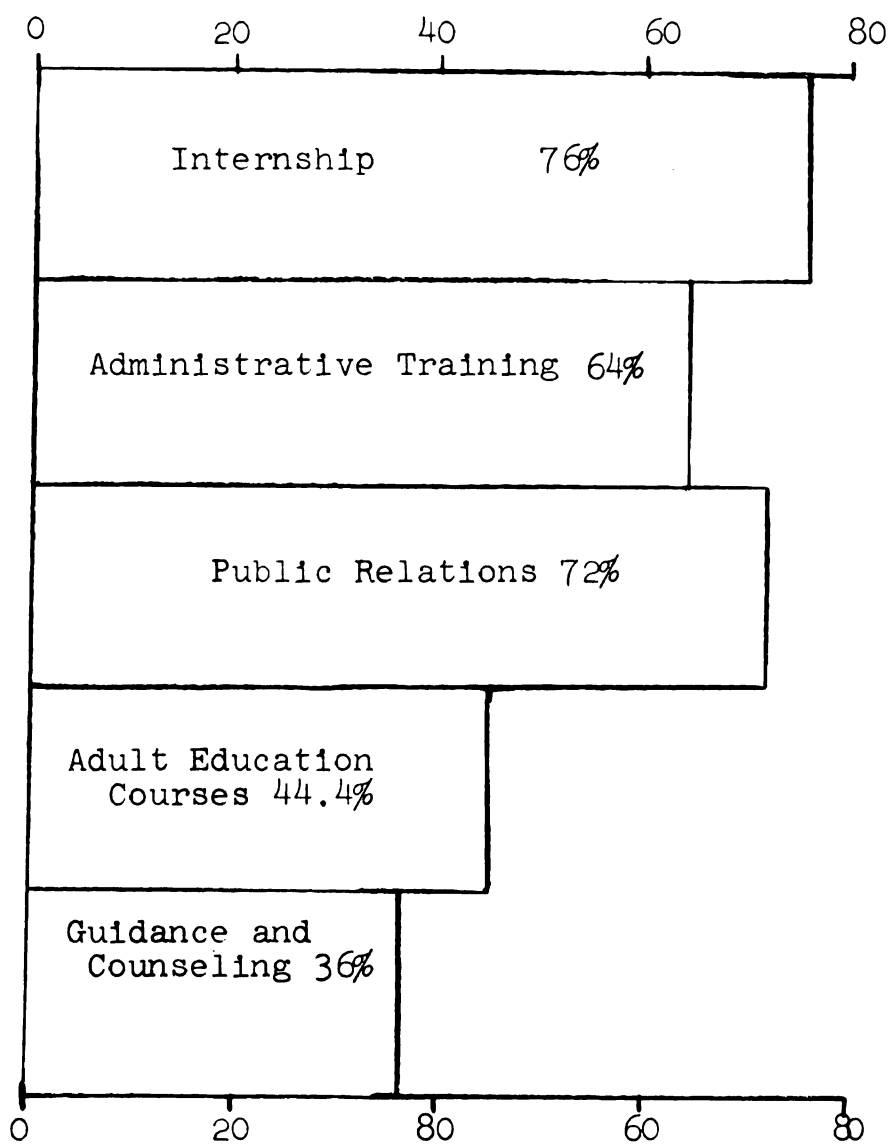


TABLE XXXIII

PERCENTAGE OF TIME SPECIFIC RECOMMENDATION
FOR TRAINING WAS MADE--
FIVE MOST COMMON AREAS



education, the psychology of adult learning, and methods courses. It was the feeling among directors that the successful adult leader would also fare well as a counselor of adults. In general, the guidance area ranked high.

Implications from the Analysis of Administrative Practices

It is unfortunate that the preparation of educational administrators in the nations's graduate schools of education has not kept pace with the changes that have taken place in the average urban community. Courses of study still tend to stress narrowly mechanistic content.⁶ Few prospective administrators have studied community organization, community power structure, community leadership, or human relations. This is true because, for the most part, graduate training programs in administration are traditionally narrow in scope. In effect, they have been rendered obsolete by widespread changes in American life, by radical changes in the community, and by cataclysmic developments in world affairs.⁷

The reporting of this study has been primarily devoted to a comprehensive analysis of the adult education administrator's roles, responsibilities, and functions in a public school-sponsored program. It was assumed that what the director did on the job, how he did it, and why would have

⁶Melby, op. cit., p. 15.

⁷Ibid., p. 15.

a significant bearing upon the direction a graduate training program for adult leaders should take.

The outcomes of this study, considered in the light of the objectives of the research, point to several implications of significance toward the formulation of a graduate training program for adult education administrators. While it is recognized that the following implications must be tempered by the stated limitations of this study, the evidence commands serious consideration by those concerned with the alleviation of the shortage of trained leaders in the field of public school adult education.

1. A fundamentally different kind of administrative orientation would seem to be needed. The suggestion is made that a graduate training program be directed at orientating prospective adult education administrators to the significance of the community and its social organization in the administration of a public school program. This suggestion is advanced in view of the fact that adult education directors included in this study were found to be "other-directed" individuals. The result was their basic administrative orientation tended to be community-centered rather than institutional-centered.

2. Basic courses in the Organization and Administration of Adult Education seem necessary to understand the uniqueness in structure of public school adult education. Administrators interviewed by the writer pursued many of the conventional

practices ordinarily pursued by regular public school administrative staffs. However, it was noted that the various administrative functions of directors differed considerably in scope and in method of approach. More significant, the practices related to an entirely different clientele, and were carried on in light of the service concept. Such a pattern emphasizes the relevance of this implication to a training program.

3. It appears from the findings that a proposed curriculum should include an area devoted to the psychology of adult learning. Certain factual data about adult learning, deductions concerning the peculiarities of the education of adults, and implications for methods in adult education appear to be necessary elements in the training of the adult administrator.

4. A general knowledge of finance, budget-making, and certification procedures seems necessary to prevent internal chaos in the management area. In most cases, the local director acted as the business manager of his program, As such, he was responsible for all financial procedures. In addition he spent considerable time getting his teachers certified so that his program would be eligible to receive the state aid subsidy.

5. Minimum training in business methods and office procedures would seem to be helpful to the new adult administrator. Nearly all directors had office staffs to supervise

and records to maintain. Some training in general business would likely provide the prospective administrator with the necessary background to adopt good business procedures throughout the organization.

6. The findings strongly suggest that prospective directors should have extensive training in the area of Public Relations. The results of this study indicated the importance of program interpretation to the growth of adult education. Human relations, publicity, promotion, and other aspects of communication are vital parts of this area. Public relations ranked high in every respect throughout the course of this study.

7. Sociology, Social Psychology, and Political Science appear to be the most relevant cognate fields of study. Some of the pertinent areas of study within these disciplines which would seem to be of value are:

- a. social organization
- b. community power structure
- c. "role" theory
- d. group dynamics
- e. educational sociology
- f. cultural anthropology

8. The study indicated that a proposed graduate training program should include orientation courses in the techniques of guidance, in vocational guidance, and in the general philosophy of guidance services. Some practical

experience in counseling should also be considered, since adult educators are invariably in opportune positions to utilize counseling training in their programs. As pointed out in previous discussions, the most successful adult administrators seem to be those with broad, diversified experience levels and some graduate training in guidance.

9. It would seem essential that potential adult education administrators be familiar with research techniques. One way in which the local director attempts to discover interests and needs is through the medium of community surveys. Another is through the interview technique. In both of these methods, the directors employs basic research concepts. Most administrators interviewed has a very limited knowledge of what constituted good research.

10. Some introductory training in writing and speech would appear to be valuable. This study demonstrated the value of previous training in these two areas. Publications and promotion articles were the direct responsibility of the program leader. Directors were constantly called upon to make speeches before various community groups and organizations. This area is closely related to the field of public relations.

11. The findings of the study seem to indicate that prospective administrators of adult education should be afforded the opportunity to serve an Internship in a public school program. The administrative practices of directors

indicated that adult leaders cannot be trained exclusively within academic walls. In order for them to become the realistic, resourceful persons they must be to cope with actual community problems, they should be placed in a working situation under the guidance of a veteran. Hence, the novice learns by doing, but does not wreck the educational venture in the process. Eighty per cent of the respondents listed the internship among their recommendations for graduate training.

Implications from the General Findings of the Study

Implications arising from the general findings of this study as they relate to a possible advanced training program may be grouped into four areas of probable curricula:

(1) formalized instruction, (2) field observation, (3) experimental and research, and (4) the internship. As indicated by this study, the above categories represent the framework through which potential administrators may develop some of the competencies needed to successfully administer a community adult education program.

Some of the more broad competencies indicated by the study were:

1. The ability to identify and meet the needs, interests, and desires of adults.
2. The ability to anticipate the expectations of significant community groups and organizations.

3. The ability to organize suitable learning activities and to develop appropriate instructional materials to serve the general clientele.

4. The ability to locate and entice appropriate resource personnel to participate and serve in the program.

5. The ability to coordinate a wide range of community activities so as to prevent duplication of effort and develop better educational practices.

6. The ability to recognize leaders among lay groups and enthuse them so they will serve voluntarily on adult education advisory councils and committees.

7. The ability to interpret the program to the general public.

8. The ability to integrate the adult education program with the regular daytime program.

9. The ability to envision new possibilities in classes so as to appeal to a greater clientele.

10. The ability to win the confidence and respect of supervisors and colleagues from the public school daytime staff.

The general findings of this research also tend to challenge the value and relevance of traditional graduate training programs for adult education administrators. In view of the competencies needed by directors, the changing administrative role of program leaders, and the informal nature of administrative practices, it would seem that

present graduate curricula in the administrative area are inadequate to meet the impending needs of professional adult educators.

Summary

This chapter presented the major implications of this study as they related to the content of a proposed training program for adult education administrators. Implications were drawn from the literature, from the background and training of directors, from the personal opinions of directors, from the study of administrative practices, and from the general findings of the study.

While it is recognized that a broad educational background can provide only a base for the development of a director of adult education, still, training programs to prepare leaders in this field are urgently needed. Such programs can serve to develop necessary competencies in prospective administrators, and alert them to the magnitude of the task that will confront them when they have programs of their own to administer.

In general, the results of the study implied that adult administrators should have a broad, liberal training. The data suggested a different kind of administrative orientation. From the standpoint of curriculum, the implications pointed toward four disciplines. They were education, sociology, political science, and psychology. The findings suggested an inter-disciplinary curriculum.

CHAPTER VIII

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Statement of the Problem

This study was designed to serve two purposes:

1. To analyze the administrative duties, responsibilities, and roles of an adult education director within the framework of public school-sponsored programs.

2. To utilize the results of the analysis as a basis for a proposed graduate training program for adult education administrators.

Importance of the Problem

The impetuous nature of the adult education movement has given rise to a multiplicity of new administrative problems, differing somewhat in nature and in scope from those confronting traditional public school education. Recent evidence from research in the adult education area indicates that among the major problems are the lack of professionally qualified personnel to assume leadership roles as administrators of public school programs.

The importance of this study is further emphasized by two other factors: (1) There is a need for information concerning the functions of the adult education administrator to which public school officials and other educators can

refer and which will help them to understand the breadth and scope of the position. In the past, the nebulous nature of the director's administrative functions has made it extremely difficult to define or delimit the scope of the position.

2. College and university graduate programs in adult education are in the developmental stage. Only a few boast organized programs designed specifically to train adult education leaders. The basis for a curriculum designed to train such leaders should, to a great extent, emerge from approved practices of those presently administering public school-sponsored programs.

The need for professionally-trained leaders in adult education is pressing. The job of training such leaders is the task of institutions of higher learning. It is hoped that the results of this study will prove valuable in the formulation of a practical training program for prospective administrators based on the practices, techniques, and personal views of those individuals actively engaged in administering local programs.

Methodology

A comprehensive study of the duties and responsibilities of public school adult education directors was made in twenty-five selected Michigan communities. The specific methodology employed was: (1) a structured interview employing an interview outline; (2) direct observation of

programs in action; and (3) informal discussions with administrators, adult teachers, custodians, and members of adult advisory councils.

A tentative instrument was drafted by the writer and presented to several doctoral seminars in adult education at Michigan State University for criticism, suggestions, and refinement. The revised instrument was then presented to a group of adult educators who made minor modifications and changes. A pretest of the questionnaire was made by selected leaders in the field of adult education. In its final form, the instrument was both structured and open-ended.

After consultation with College of Education faculty members from Michigan State University, purposive sampling was decided upon as the most appropriate method. Selection of programs was based on an expert-judgment criteria. Twenty-five of the two-hundred organized public school adult education programs in Michigan were selected for this study.

The data were analyzed systematically by a committee of advanced graduate students. This committee made a detailed analysis of the data by tabulating it according to the administrative categories provided by the questionnaire. The remainder of the data compiled from informal interviewing and direct observation were integrated in the thesis by the author.

Summary and Conclusions

The general findings. The major finding of this study is that the adult education programs studied have taken on a service character. As such, they were highly sensitive and adaptive to the expressed interests of their clientele. Evidence of the service character was manifested in the ways in which classes were initiated and maintained, with students indirectly making the final decisions. The service orientation was reflected further in the general administrative role of the director, in the teacher selection process, and in the content of administrative policy.

The basic administrative orientation of the local adult education director was "other-directed." The study indicated that, although all directors were generally responsible for program administration and organization, they tended to minimize the relative importance of these internal functions in favor of external, non-institutional factors. The result was that the relation between students and the adult school was qualitatively different from the more traditional modes.

Another important finding of the study concerned the marginal status of programs. Some of the symptoms of this marginal status are noted below:

1. Programs were dependent upon an "enrollment economy" for survival. Student registration fees represented

the highest percentage of financial support. Thus, program directors were compelled to "sell" their programs to the public in hopes of attracting a greater enrollment. This practice has contributed to a sense of insecurity among directors and a strong feeling of isolation from and lack of acceptance by their professional colleagues.

2. In general, adult education programs had no separate plant facilities with which to protect itself against retrenchment. This factor loomed as an important one in the development of organizational stability since it implied that the adult program's educational value was ranked low relative to the total use of school expenditures.¹ Adult classes were held wherever practical--in elementary, junior high, and high school rooms and anywhere else where directors were able to schedule meetings. Often, the facilities used were not adequate or appropriate for adult use.

3. A third symptom of the marginal status of Michigan programs included in this study was the tendency of

¹Clark observed a similar pattern in his study of California public school adult education. "To the extent that the program's educational value is ranked low relative to other uses of school funds, the position of the adult school is insecure. Organizational marginality is the basic source of insecurity for the administrative branches of adult education. The long-term problem of adult-school administrators is to achieve a 'peer' position. They badly need a parity level, clearly defined and respected by all. The search for acceptance is a struggle for security." See: Clark, op. cit., p. 60.

administrators to consider these programs to be of secondary responsibility. Over one-third of the directors were adult education administrators on a part-time basis. If the total number of programs in the state were to be considered, the above fraction would likely be closer to three-quarters. Part-time administration has been a contributing factor to the instability of programs and the insecurity of local administrators.

4. Further evidence of the marginal status of adult education is reflected in legislative action. A mere 300,000 dollars is appropriated to the public schools through a state aid formula. As adult education programs increase in number, appropriations to individual programs decrease. The result has been that programs are more dependent than ever before upon enrollment fees for survival. Directors interviewed termed the present state aid subsidy a "token" fee.

A third major finding of the study was that program administrators were essentially "other-directed" insofar as basic administrative orientation was concerned. Their primary role was that of service--service to clientele, and to significant community agencies and organizations. The basic orientation of administrators was manifested in the importance of co-sponsorship to program success, in the number and varieties of community groups directors belonged to, and in the interesting patterns that administrative practices assumed throughout the study. The other-directed orientation

was further evidenced by the fact that directors selected public relations as the most important administrative area.

Finally, this study revealed that the fundamental goal of most directors was to seek legitimacy, or status, for their programs in order to obtain the necessary support from various significant groups and organizations. It was generally concluded that acceptance for most adult education programs in this study was sought on service premises.

A summary of some of the more specific findings and conclusions regarding program organization and administration follows:

Organizational procedures.

1. The major organization functions of the director included program planning, the selection of classes, the formulation of courses of study, and registration procedures.

2. Planning was generally accomplished in cooperation with representative community groups, and was based on the needs and interests of adults. Adult advisory councils often participated in the planning process.

3. The adult education curriculum was largely student-dominated. Decisions with respect to classes offered were made indirectly by students on the basis of what program directors anticipated students would actually enroll in.

4. The ideal method of class selection was conceived of as being cooperatively determined by the director and the community.

5. Teachers were responsible for courses of study, although the adult education director acted as the authority for final approval. Co-sponsoring agencies also entered into this process on a cooperative basis.

6. The ideal method for determining a course of study in adult education was perceived of by directors as being a cooperative venture between the teacher and his class.

7. The most effective kinds of adult class registration were the individual class and the centralized group types. Registration procedures were dependent upon the magnitude of the program and the available facilities.

Administrative functions.

1. The basic administrative orientation of public school directors interviewed in this study was community-centered or other-directed. This orientation is in contrast to the institutional or inner-directed type. The pressures of the program director's job forced the "other-directedness" regardless of character type. This term was used, then, to denote the basic orientation of a work role.

2. An important administrative task was the selection of teachers. This was accomplished most frequently through the informal interview. The criteria for selection was based primarily on the candidate's subject matter acquisition and skill, followed closely by the personal attribute of "a pleasing personality."

3. Supervision was carried on most frequently by informal visitation. Because of the informal nature of the supervisory process, administrators tended to minimize supervision as a priority activity.

4. Personal visitation, student reaction, and class retention were the most frequently employed evaluation techniques. Traditional methods of teacher evaluation were not feasible.

5. In-service training of adult teachers was found to be in the developmental stage. Directors who carried on such programs ranked the general meeting method as the most effective. Orientation meetings ranked first with respect to frequency of usage.

6. Relations with the custodial staff provided a minor problem area. Efforts were made by directors to identify the custodian more with the program, and to make him feel that his role in its success was an important one. It was noted that the custodian is often an informed member of the community, and proved valuable in the interpretive process.

7. The service role of the director was exemplified by the community use of public school facilities in ninety-two per cent of the programs.

8. Adult education directors perceived of their administrative role as one of service. The service role enabled the program director to penetrate the organized group

structure of the community, and made available to him a much greater potential clientele.

9. The most significant administrative trend disclosed was that involving separation of public school education from the authority of the superintendent of schools. This trend is a reflection of the drive for status and recognition by adult educators who would like to see this movement completely divorced from institutional pressures and controls. This separation of authority was a reality in those programs studied which fell structurally under the community college.

Management practices.

1. Programs received financial support from four main sources: (1) state aid, (2) registration fees, (3) grants from the board of education, and (4) philanthropic funds. Most programs were self-supporting and depended upon registration fees as their major means of support. In most cases, the board of education defrayed all operational and maintenance costs.

2. Programs administrators selected registration fees as their preference for financial support, and strongly felt that modest fees should be assessed for all adult education classes. They felt that people tended to devalue classes offered free of charge.

3. Adult education budgets were the responsibility of the director. Usually, they were arrived at cooperatively by the administrator and his staff.

4. Adult education directors also were responsible for the payroll, the maintenance of records, and the ordering of such items as books and other instructional materials. Payrolls were generally handled through the business office; records were maintained by the office-clerical staff; instructional materials were ordered by teachers through the director.

Community role.

1. The technique of co-sponsorship was a determining factor in program success. Sixty-eight per cent of the programs pursued this unique practice. Essentially, it consisted of the "servicing" of community agencies and organizations through the medium of the public school adult education program. The result of co-sponsorship appears to be the emergence of a fundamentally different kind of educational agency--one which might appropriately be termed a service organization. The underlying basis for co-sponsorship was to create a favorable public image of the director and his program.

2. The role of the director in the community revealed some interesting comparisons. The director's roles with respect to community groups were that of (a) service, (b) cooperation, and (c) community coordinator. Directors' perceptions of their roles in the community as a member of the public school staff were that of (a) interpretation, (b) public relations, and (c) service.

3. Co-sponsorship served several important functions as an adult education technique:

- a. It provided a greater potential clientele.
- b. It served as a channel for teacher recruitment.
- c. It provided course content and courses of study for adult education classes.
- d. It lent organizational prestige to the program.
- e. It helped to legitimize the program and gain support from important community sources.

4. Directors belonged to a variety of church, civic, social, fraternal, and professional organizations. Respondents indicated that "belonging" to community groups was directly related to the effectiveness of their programs. They looked upon these community organizations as sounding boards for new ideas and the media whereby they were able to be in direct contact with the community.

5. Approximately fifty per cent of the programs had lay adult education advisory councils. The functions of these councils were divided into the areas of promotion, planning, implementation, and evaluation. Directors generally stressed the value of these councils as an interpretive agency. Some directors were duly concerned over the probability of councils going beyond their "advisory" role and functioning in areas out of their scope. However, it was pointed out that this unfortunate occurrence generally is the result of an ambiguous definition of role limitations by the administrative leader.

Adult guidance and counseling.

1. This study indicated that guidance services may eventually become an integral part of public school adult education. Directors repeatedly pointed up the need for such services in light of the mounting personal and social problems encountered in their positions as program administrators.

2. Various forms of counseling services were available in over half the programs. In general, these were identified as informational, educational, vocational, and personal counseling. It was concluded that the administrator's major role in this area was to act as a referral agent with respect to those problems that arose which lay outside his sphere of competence or responsibility.

3. The most frequent sources of referral were guidance personnel of the public school staff and guidance clinics. It was noted that only four per cent of referrals were absorbed by community agencies and organizations. This suggests the possibility that local directors were not aware of the many possibilities for referral existing in their own communities.

4. Orientation procedures for new adult teachers were carried on primarily through general meetings and printed materials. From an ideal standpoint directors felt that the best approach was through the medium of a "social" hour.

5. Respondents considered the need for qualified adult counselors as most important. Other areas of need which ranked high were counseling for the aging and retired, consultants in marriage and family problems, and occupational and vocational guidance with an accompanying testing service.

Public relations.

1. A public relations program was recognized by program administrators as a key factor in successful, effective administration. Approximately one-third of the director's time was engaged in activities of a public relations nature. In terms of administrative areas within the field of adult education, respondents ranked public relations as the most important.

2. The scope of responsibilities with respect to public relations fell into the areas of publications, promotions, speech-making, and inter-agency communications. Promotion was mainly carried on through the media of advisory councils, newspapers, radio and television. Directors were responsible for all kinds of publications--brochures, schedules and pamphlets--which were instrumental in promoting and publicizing their programs. Speech-making to various community groups was valuable both as a public relations instrument and as a method for program interpretation. The function of the director in inter-agency communication was to keep agencies and organizations informed of the purposes,

objectives, and direction of the local adult program. In this way an harmonious relationship between the school and community groups was established and duplication of effort and program was prevented.

3. The role of the administrator in the public relations area was one of interpretation. Directors were expected to interpret, not only their adult education programs, but the total public school program as well. In addition, directors acted as a liaison between the public school staff and the community.

4. Public relations, with emphasis on the role it played in creating a favorable public image of education, served as a means by which adult education directors legitimized their programs to the regular public school staff.

Summary of program philosophies. The grounds upon which an organization defends its philosophy and practices are indicative of its basic orientation.² This principle was clearly indicated throughout the study. It was apparent that adult administrators did not define their program as one in which professional educators determined standards and differentiated between subject areas. The basis, therefore, for acceptance of a different type of program structure was predicated on the premise of service. The service model emerged as the dominant philosophy of the programs studied.

Table XXXIV shows program philosophies as indicated by directors.

²Clark, op. cit., p. 122.

TABLE XXXIV
BASIC PHILOSOPHY OF THE PROGRAMS AS INDICATED
BY THE DIRECTORS

Indicated Philosophy	Frequency Mentioned
Public service agency	76%
Community cooperation	20%
Agency coordination	24%
Liaison agency	8%
Community education	20%
Provide leadership	8%

Recommendations

One of the purposes of this investigation was to analyze the various administrative practices of public school directors of adult education, and to relate these practices to a proposed training program for prospective directors. From extended interviews with the personnel of selected programs, several recommendations emerged. These are divided into general and suggestions for further research.

General recommendations.

1. The director of adult education in a public school-sponsored program should have the status, pay, and acknowledged authority equivalent to that of the top administrative positions in both elementary and secondary education. He

should be responsible only to the superintendent of schools (except in community colleges where he is responsible to the Dean) in order to provide maximum articulation and integration with the regular daytime program.

2. The directorship should be a full-time position. Dualism of function tends to minimize the importance of the area considered most marginal. Kempfer states that evaluative studies show programs having full-time directors to be superior in all significant respects to programs with directors.³

3. Adult education programs should have a greater degree of financial support from the board of education. If programs for adults are of value, local boards should recognize them more by helping to establish a sounder financial base. Class enrollment will cease to be a major administrative concern only when it ceases to be the leading basis for financing. Stability can only come when adult education programs are supported by a sound financial structure.

4. Adult education teachers should be encouraged--through in-service programs, workshops, and professional study--to raise their level of professional competency. A higher degree of professionalism would tend to raise the adult teaching standards, enhance the sense of commitment, provide grounds for common identification, and increase

³Kempfer, op. cit., p. 296.

the probability of control over patterns of behavior within the adult teaching staff.

5. Colleges of Education should seriously consider the formulation of graduate training programs for adult leaders. There is a growing conviction among professional adult educators that the "program" has developed as far as it can with the number and quality of leaders now at its disposal. There is no plausible reason why necessity should not mother social and psychological inventions as well as physical. What America needs most are leaders who can contribute to the feeling within humans of being at home in the modern world.⁴ Training programs in adult education are inventions that serve to produce such leaders.

Suggestions for further research. In the course of carrying out this investigation, a number of pertinent questions were raised which were beyond the scope of this study. Thus, while certain objectives were attained in terms of the accumulated data, they actually constituted only a beginning into the further study of the administration of public school adult education. A few of the more important avenues for future research are listed below.

1. An analysis of the expectations of regular public school teachers, of public school administrators, of local boards of education, and of significant community agencies

⁴Overstreet, op. cit., p. 188.

and organizations toward the roles, duties, and responsibilities of adult education directors.

2. A study of the significance of co-sponsorship with particular reference to attitude changes toward public school education.

3. The current status of public school adult education with reference to the following factors: (a) its degree of integration into the regular public school program, (b) the adequacy and stability of its financial support, (c) the image held of it by the daytime teaching staff, (d) the acceptance of its chief administrator (the director) by his colleagues, and (3) the degree of acceptance of it by the total community.

4. The characteristics of an effective public school adult education program. If this were accomplished, practical means and methods of evaluating such programs might be forthcoming.

5. The social structure of adult education in terms of understanding the underlying factors which cause the administrative practices of this area to differ markedly from those of traditional public school education.

6. A clearer understanding of the effect of marginal status upon the organization and administrative ideology of an adult education program.

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APPENDICES

APPENDIX A

AN ANALYTICAL SURVEY OF THE DUTIES AND RESPONSIBILITIES OF ADULT EDUCATION DIRECTORS IN THE STATE OF MICHIGAN

Section I--Background and Training of Directors:

- (1) Directors's Name -----(2) City-----
- (3) Full Time Director -----(4) Part Time-----
- (5) If "yes to 4: What other duties do you have in addition
to being Director of Adult Education?
- (6) Major Field of Specialization in College: _____
- (7) Previous Educational Experience: a. Teacher-----
b. Administrator-----
c. Other-----
- (8) Other Significant Work Experiences:-----
- (9) Past Experience in Adult Education Activities: (Advisory
Committees, teaching adult classes, etc.)-----
- {10} Length of Time Spent in present Community:-----
{11} How Long have you held your present position?-----
{12} What part did you have in the origin or the organization
of the program you are director of?-----
- (13) List the various Community Organizations that you belong
to and place them in the column below that best applies:
- a. Belong to only--- b.Active in---- c.Exert Leadership in(Why?)
- (14) What is the significance of these organizations with
respect to the effectiveness of your adult education
program?

Section II--Analysis of Duties and Responsibilities:

A. Administrative:

- (1) To whom are you responsible?
- (2) What is your status with respect to the public school administrative staff?
- (3) Where is your office in relation to the public school administrative offices?
- (4) To what extent does your position encompass the supervision of adult instruction?
- (5) Are you charged with the responsibility of teacher evaluation?-----
How is this process carried on?
- (6) Are you expected to carry on an in-service training program as a portion of your duties?-----
Would you describe how this is accomplished?
- (7) To what extent are you free to formulate staff policies concerning adult education?
- (8) How are the teachers in the program selected?
 - a. Who interviews them?
 - b. What criterion is used in their selection?
 - c. Who has the final say in the hiring?
 - d. To whom are they responsible?
- (9) In what areas, if any, do you have assistance?
 - a. clerical-----
 - b. adm. -----
 - c. supervision-----
 - d. other-----

(10) What procedures do you follow in securing the necessary custodial help?

- a. Is this a problem area?----- Why?-----
- b. How is the custodian paid?
- c. To whom is the custodian responsible?

(11) Are all public school facilities in your school system available to the Adult Education classes?-----
Explain:

(12) Are you thought of as being primarily a "coordinator" of community activities? -----
Please explain:

(13) What other duties do you have that might be considered administrative?

B. Organizational Responsibilities:

(1) How is the basic planning of the program carried on?

(2) What procedures are utilized in the selection of the classes that will be offered?

- a. Who initiates these procedures?
- b. Who finally selects the classes?
- c. Who should determine the courses?

(3) Who is responsible for formulating the courses of study?
Who approves them?

(4) What methods are used in effecting harmonious relationships between building principals, custodians, and adult education personnel with respect to the following:

- a. Scheduling of classes
- b. Custodian morale
- c. Priority of facilities
- d. Usage of classroom materials

- (5) Would you explain how registration is organized and carried out?
- (6) Are there any other matters, routine or otherwise, which might be termed organizational?

C. Adult Counseling and Guidance:

- (1) What are your responsibilities with respect to planning the educational objectives of adults?
- (2) Do you have counseling services for adult students?-----
 - a. What types of referral are available to cope with those problems lying out of the sphere of the teacher's responsibilities?
 - b. Are these services utilized by the adult education staff?-----
- (3) Do you have an orientation program for new teachers?
 - a. Explain how this is carried on.
 - b. What kinds of orientation programs have proven to be the most effective?
 - c. Why?
- (4) What other problems do you encounter in the area of adult counseling and guidance?

D. Management:

- (1) Would you explain your budgetary responsibilities?

- (2) How do you view your budget in relation to other divisions of the total public school operational program?

Satisfactory----- Very liberal -----Inadequate-----

- (3) What percentage of your budget is made up of the following:

- a. State aid
- b. Registration fees
- c. Philanthropic funds
- d. Other sources

- (4) What are your duties with respect to the processing of the payroll?

- (5) What responsibilities do you have in maintaining the records of the following:

- a. Payroll
- b. Class hours taught
- c. Teacher personnel
- d. Certification of new teachers
- e. Grades, transcripts, etc.

- (6) Are you charged with the responsibility of ordering such things as textbooks, instructional materials, etc.?

- (7) What is your feeling as to the means by which adult education should be financed?

- a. Should the classes be free of charge?-----
Why?-----

E. Role in the Community:

- (1) What is your role with respect to the various agencies that carry on adult education programs within the community?
- (2) Describe your functions as a member of the public school staff operating in and among community groups.
- (3) What is the degree of responsibility that advisory groups have with regard to the following aspects of your program?

- a. Promotion
 - b. Planning
 - c. Implementation
 - d. Evaluation
 - e. Other roles
- (4) How influential would you say lay advisory groups are in exerting their pressure upon such groups as the Board of Education, PTA, and the like?
Great----- Some----- Very little----- None-----
- (5) How many of your classes are co-sponsored with other agencies? _____
Is this a desirable arrangement? -----
Why?
- (6) What is your philosophy with respect to the social interpretation of the adult education program? (service agency, etc.)
- F. Public Relations:
- (1) Generally speaking, what do you believe should be the role of the Adult Education Director in the field of Public Relations?
- (2) Should this role extend beyond the immediate program?
- (3) What are its limitations, if any?
- (4) To what extent does this task of Public Relations associate itself with leadership in the community?
- (5) What role should the adult education director take with respect to leadership?
- a. Give the people only what they want
 - b. Cater to the pressure groups and agencies
 - c. Attempt to personally lead the community in the betterment of the existing program
 - d. Rely upon the advice of advisory councils
- (6) What service agencies do you most frequently come in contact with?

- (7) What agencies or community organizations approach you the most for service, consultation, use of facilities, etc.?
- (8) Would you indicate your duties and responsibilities in the area of Public Relations with respect to the following:
- a. Publications, brochures, bulletins, newspaper publicity:
 - b. Promotion methods:
 - c. Speeches to clubs, agencies, etc.:
 - d. Inter-agency communications:
- (9) Estimate the percentage of time that you devote to the following areas in your work as Adult Education Director?
- a. Administrative
 - b. Organizational
 - c. Counseling
 - d. Public relations
 - e. Community involvement
 - f. Other duties
- (10) In terms of training prospective directors, list the above areas in the order of their relative importance:
- (11) What suggestions could you make which might be helpful in devising a college program for future adult education directors:

APPENDIX B

FIGURE 1

PARTIAL LIST OF COMMUNITY ORGANIZATIONS, AGENCIES,
ASSOCIATIONS, AND GROUPS THAT ONE MICHIGAN PROGRAM
WAS ABLE TO PENETRATE ON A CO-SPONSORSHIP BASIS

Hospital Auxiliaries of:

- Hurley Hospital
- McLaren Hospital
- St. Joseph Hospital
- Flint General Hospital
- Flint Osteopathic Hospital
- T. B. San.
- Genesee County Hospital
- Genesee Co. Medical Society

- Flint Civil Defense
- Michigan Credit Union League
- Clara Elizabeth Fund for Maternal Health
- International Institute
- Flint Community Music Association
- Flint Association of Fire and Casualty Agents
- Flint Institute of Arts
- American Association of University Women
- Saint Cecilia Society
- League of Women Voters
- Flint Area Dry Cleaners Association
- Flint Association of Approved Nursing Homes
- Flint Traffic Club
- Retail Gasoline Dealers Association of Flint
- Flint Ministerial Association
- Flint Child Guidance Clinic
- Federal Business Association of Flint
- Association of Parents for Education of Blind
Children
- Flint Committee on Alcoholism
- Flint Department of Parks and Recreation
- Flint Goodwill Industries
- Genesee County Bureau of Social Aid
- Genesee County Association for Retarded Children
- Genesee Federation for the Blind, Incorporated
- General Motors Corporation
- Red Feather
- Red Cross
- Civitan Club

FIGURE 1 (Continued)

Lions Club
Child Guidance Center
Kiwanis Club
Rotary Club
Council of Social Agencies
Recreation and Park Board
Flint Council of Churches
YWCA, YMCA
Girl Scouts
Boy Scouts
Chamber of Commerce

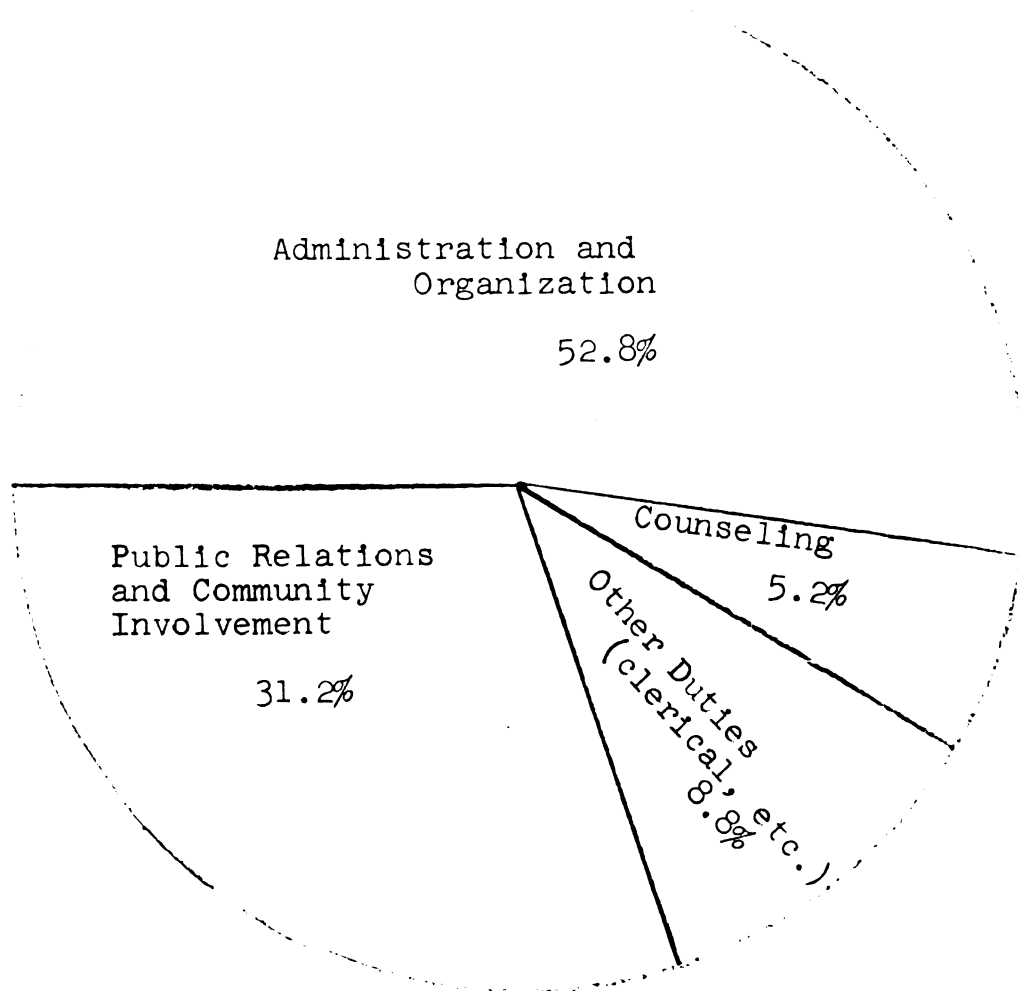


Figure 2. Percentage of Time Spent in Various Areas

APPENDIX C

EXAMPLE OF A JOB DESCRIPTION FOR A DIRECTOR TAKEN FROM A MICHIGAN PUBLIC SCHOOL ADULT EDUCATION PROGRAM

Position: Director of Adult Education Department

General Job Description: The Director of Adult Education shall be responsible to the Superintendent for the Department of Adult Education. He shall be free to initiate such programs within the schools as are included in the list of functions and responsibilities below, and as are assigned by the Superintendent as delegated authority. He shall by his personal qualifications be highly qualified and on an equal status with the other directors. This status is understood to be on the first level of staff service.

Functions and Responsibilities:

- A. The Director of Adult Education is responsible only to the Superintendent for the duties and responsibilities listed below and others delegated to him by the Superintendent.
- B. The Director of Adult Education shall guide and coordinate the efforts and activities within his department.
- C. The Director of Adult Education shall integrate the adult education program into the total public school program in cooperation with the other directors and the school building principals.

1. Through group projects he shall assist individuals throughout their lifetimes to improve their knowledge and skills as citizens, as parents, as workers, as consumers, and as effective personalities.
2. He shall strive continuously to discover the educational interests and needs of the adults in the community by seeking suggestions and requests:
 - a. From individuals
 - b. From employers, whom the schools can assist with pre-employment training, and up-grading of employees
 - c. From agencies, groups, and organizations concerned with the welfare of individuals and of the community as a whole.
3. He shall learn from directors of adult education in other communities about their projects which have been effective, and introduce those which can meet local needs.
4. He shall, when desirable, set up advisory committees of interested citizens to assist him to plan, publicize, and evaluate various projects.
5. He shall invite organizations, agencies, and institutions to co-sponsor projects in which they are particularly interested, and to assist with the planning, publicity, and evaluation of the activities.
6. At their request, he shall assist through counsel other organizations and agencies which conduct

educational projects for adults, within the limits of his time, energy, and ability.

7. He shall provide counsel to individuals seeking assistance in planning their educational goals.
8. He shall select and engage teachers, leaders, and other personnel, with primary regard to their competence and enthusiasm, to provide the services required for the various projects.
9. He shall provide his professional staff with an in-service training program which will:
 - a. Improve their understanding of their adult students and their needs
 - b. Improve their techniques as teachers and leaders
 - c. Assist them to improve their courses of study, and to plan cooperatively with their students the content to be covered
 - d. Assist them to find and learn to use effectively any instructional aids which are available
 - e. Assist them to develop methods and instruments for evaluating the effectiveness of the project
 - f. Keep them informed of current trends, and of professional books, magazines, and articles which will help them to improve their performance, and add to their personal satisfaction
10. He shall be responsible for registering students in adult education projects.

11. He shall secure for sale to students such textbooks and supplies as are required.
12. He shall secure the use of the school facilities most adequate for the size and activities of the various groups, at such times as they are not needed for activities of the children. He will, in all cases check first with the principal for availability of the facility, and then file written request for its use with the Building and Grounds office.
13. He may secure the use of facilities other than in the public schools, where the owners are willing to lend them, and when convenience of adult students is better served thereby.
14. He shall do his utmost to cooperate with the principals and the teachers in his use of their buildings for adult activities, reporting to his teachers the policies of the school and requiring observance.
15. He shall keep administrative and school staffs informed of the activities sponsored by the Adult Education Department, that they can help to interpret these public school services to parents and others.
16. He shall keep himself informed about the policies and activities of the other departments of the public schools and help to interpret them to the adults in the community.

17. He shall work closely with the Director of Vocational Education in the development of adequate programs in vocational and family life education areas, that they will conform to the specifications established for reimbursement by the Vocational Education Division of the Department of Public Instruction.
18. He shall work closely with the President and Dean of the Junior College in the development of those classes and programs in which College students and adults interested in credit will register with the Junior College, and adults not requesting credit with the Adult Education Department.
19. He shall prepare appropriate budget recommendations for instruction, materials, consultant services, and conference expenses.
20. He shall keep necessary records and submit appropriate reports to satisfy State requirements for reimbursement from State General and Vocational funds.
21. He shall be responsible for submitting an accurate statement of instructional expenses for payroll purposes to the Business Office.
22. He shall evaluate the educational program of his department as a whole, and make appropriate reports and recommendations to the Superintendent.

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