

PERCEIVED PROBLEMS IN THE DEVELOPMENT OF
COMMUNITY EDUCATION AT A SCHOOL
DISTRICT LEVEL

by

Mary P. Nuttall

Diploma of Teaching Primary, Ballarat College of
Advanced Education, Australia, 1976

A THESIS SUBMITTED IN PARTIAL FULFILLMENT
OF THE REQUIREMENTS FOR THE DEGREE OF
MASTER OF ARTS (EDUCATION)

in the Faculty

of

Education



Mary P. Nuttall 1980
SIMON FRASER UNIVERSITY

August 1980

All rights reserved. This thesis may not be
reproduced in whole or in part, by photocopy
or other means, without permission of the author.

APPROVAL

ii

Name: Mary P. Nuttall
Degree: Master of Arts (Education)
Title of Thesis: Perceived Problems in the Development
of Community Education at a
School District Level

Examining Committee

Chairperson: L. Prock

M. Manley-Casimir
Senior Supervisor

G. Pennington
Associate Professor
Faculty of Education
University of British Columbia

P. Coleman
Associate Professor

Elliott Grieve
Coordinator of Community Schools
Burnaby School District
External Examiner

Date approved August 1, 1980.

PARTIAL COPYRIGHT LICENSE

I hereby grant to Simon Fraser University the right to lend my thesis or dissertation (the title of which is shown below) to users of the Simon Fraser University Library, and to make partial or single copies only for such users or in response to a request from the library of any other university, or other educational institution, on its own behalf or for one of its users. I further agree that permission for multiple copying of this thesis for scholarly purposes may be granted by me or the Dean of Graduate Studies. It is understood that copying or publication of this thesis for financial gain shall not be allowed without my written permission.

Title of Thesis/Dissertation:

PERCEIVED PROBLEMS IN THE DEVELOPMENT OF COMMUNITY EDUCATION

AT A SCHOOL DISTRICT LEVEL

Author: _____

(signature)

Mary P. Nuttall

(name)

August 1, 1980.

(date)

ABSTRACT

During recent years the community education movement has gained momentum in the United States and in Canada. North Vancouver, focus for this study, was one of the first two school districts in British Columbia to introduce community education. The first community school was designated there in 1971; the most recent in 1979. Within the last few months several problems have emerged in the development of community education in the North Vancouver School District. Not only has the legality of community schools been questioned but also the substantial burden sustained in their operation.

The purpose of this study was to identify problems perceived to be significant inhibitors to the development of community education in North Vancouver. The sample chosen for the investigation consisted of all administrators of community education: principals, community school co-ordinators, school board administrators, and school trustees; and all teachers in community schools in that school district. It was believed that these two groups, because of their constant association with the community schools, would be in an ideal position to understand the current status of community education.

The major questions of the study related to community school administrators' and teachers' perceptions of significant problems and differences between the two groups' perceptions. Eight demographic variables relating to the total population selected for the study were also investigated. These were sex, the level of formal education attained, the amount of training in community education, the numbers of community education conferences and workshops attended, years of experience in community schools,

years of experience in present school, years of experience in present grade, grade level (s) with which presently associated, and individual community schools.

The instruments used to gather data were an interview schedule and an author-constructed questionnaire. Interviews were conducted with community school administrators and founding members of community education in British Columbia. The interviews elicited key problems which formed the bases upon which the seventy-five item questionnaire was constructed. Both administrators and teachers completed the questionnaire. Data were analysed by means of the SPSS program (Statistical Package for the Social Sciences). The chief tools used in data analysis were crossbreaks with chi square used as a test of statistical significance.

Analysis of the questionnaire responses revealed a high degree of consensus relating to the community education concept, legislation and government support, evaluation and research. Further detailed analysis on these items indicated a high degree of consensus between administrators and teachers. However, on certain items administrators and teachers differed significantly. Few statistically significant differences were noted when the demographic variables were examined in relation to the total population.

The identification of these problems carries clear implications for community school administrators in North Vancouver. In particular, the prominence of legal and government aspects of the problems suggests that if the community school movement in North Vancouver is to be successful these will have to be resolved and overcome. Other problems such as those relating to curriculum development, evaluation and research, process in community

schools, community/school involvement, the community education concept, and planning and policies will also require careful administrative action to overcome.

ACKNOWLEDGEMENTS

My very special gratitude is extended to Dr. Gary Pennington who has helped me "to dream the impossible dream." At all times Gary, by his energy, idealism, creativity, daring, and encouragement has inspired me to appreciate community education on both theoretical and practical levels.

Dr. Mike Manley-Casimir as Director of Graduate Programs and as senior supervisor of the thesis has allowed me flexibility to plan with Dr. Pennington an exciting and profitable community education study program between Simon Fraser University and the University of British Columbia. My appreciation is further extended to Mike for his constant patient assistance during writing of the thesis.

Dr. Peter Coleman has helped me considerably in organizing the final thesis draft and, in particular, with chapter V.

Gratitude is also due to Dr. Rod Wickstrom, Superintendent of Schools, and Dr. Robert Dick, District Co-ordinator of Community Education in North Vancouver, the administrators and teachers in the North Vancouver community schools for their co-operation with the study; to Dr. Walter Werner (U.B.C.) for his assistance with the questionnaire instrument; to Dr. Larry Horyna (University of Oregon), Mr. Jack Stevens, Mr. Jim Taylor, community school principals, community school co-ordinators, and friends for their assistance in pilot-testing the questionnaire instrument, to Walter Sudmant and John Walsh for their patient co-operation with data analysis, to Josie Ramos for her patience and zeal in typing the text, and to Dr. Peter Moody, Dr. William Gray, and Dr. Steven Foster (University of British Columbia), and Dr. Robert Guns (University of Oregon) for their assistance in reviewing sections of the thesis.

Finally, I wish to acknowledge the constant encouragement given by Margaret Hibben, Bay Gumboc and my many "Canadian friends". I also sincerely thank my family, friends, and the Sisters of Mercy in Australia for their interest and support during my studies in Canada.

TABLE OF CONTENTS

	<u>Page</u>
Approval	ii
Abstract	iii
Acknowledgements	vi
List of Tables	xii
List of Figures	xv
CHAPTER	
I NATURE AND PURPOSE OF THE STUDY	1
A. Historical Overview	1
Community Education in the United States	2
Community Education in Canada	4
Community Education in British Columbia	6
B. Philosophy of Community Education	7
C. Statement of the Problem	8
Purpose of the Study	9
Need for the Study	9
Research Questions	10
Operational Definitions	13
Limitations of the Study	16
Overview of the Study	17
II REVIEW OF THE LITERATURE	19
A. Potential Problems Associated with the Development of Community Education	19
Concept	19
a. Failure to Establish a Literary Definition	20
b. Lack of Theory Development	20

TABLE OF CONTENTS (continued)

	<u>Page</u>
c. Misconceptions Associated with the Concept	21
d. Overall Lack of Conceptual Development	22
Implementation of a Community Education Concept	23
a. Background	23
b. Councils	30
c. Personnel	31
d. Training and Leadership	33
e. Legislation	35
f. Community Education Models	36
g. Curriculum	41
h. Evaluation	43
i. Research	46
B. Actual Problems Associated with the Development of Community Education	47
1. Reports	47
2. Case Studies	55
C. The Development of Community Education in North Vancouver	63
Initial Implementation of Community Education in North Vancouver	68
Major Concerns of Community School Principals and Co-ordinators	71
Major Concerns of Community School Teachers	72
Major Problems in the Initial Stages of Community Education Development	72
Further Developments in Community Education	73

8

TABLE OF CONTENTS (continued)

	<u>Page</u>
III RESEARCH DESIGN AND METHODOLOGY	77
Population	77
Sample	78
Description of the Instruments	79
Collection of Data	82
Data Analysis	85
Limitations of Data Analysis	86
Summary of Data Collection and Analysis	88
IV PRESENTATION AND ANALYSIS OF THE DATA	89
Analysis of Research Questions	98
Question 1	98
Question 2	103
Question 3	104
Question 4	117
Summary	135
V SUMMARY. DISCUSSION OF FINDINGS AND IMPLICATIONS. CONCLUSION AND RECOMMENDATIONS	136
Summary	136
Discussion of Findings	137
Implications	142
Conclusion	150
Recommendations	151

TABLE OF CONTENTS (continued)

	<u>Page</u>
REFERENCES	152
APPENDIX A	162
APPENDIX B	166
APPENDIX C	168
APPENDIX D	175
APPENDIX E	182
APPENDIX F	185
APPENDIX G	197
APPENDIX H	201
APPENDIX I	205
APPENDIX J	209

LIST OF TABLES

TABLE		<u>Page</u>
1	Questionnaire Return Rate to December 17, 1979	84
2	Questionnaire Return Rate to February 8, 1980	85
3	Rank Order of Problems Perceived by Total Population for Entire Questionnaire	90
4	Rank Order of Problems Perceived by the Total Population to be the Most Significant Inhibitors to the Development of Community Education	95
5	Problems Selected by the Researcher for Further Detailed Analysis	97
6	Rank Order of Principals' Perceptions of Most Critical Problems	98
7	Rank Order of Community School Co-ordinators' Perceptions of Most Critical Problems	99
8	Rank Order of School Trustees' Perceptions of Most Critical Problems	100
9	Rank Order of School Board Administrators' Perceptions of Most Critical Problems	101
10	Rank Order of Administrators' Perceptions of Most Critical Problems	102
11	Rank Order of Teachers' Perceptions of Most Critical Problems	103
12	Teachers' and Administrators' Perceptions of Problems Relating to <u>Understanding</u> of Community Education Concept as Demonstrated by Various Groups	105
13	Teachers' and Administrators' Perceptions of Problems Relating to <u>Dedication</u> to the Community Education Concept as Demonstrated by Various Groups	107

LIST OF TABLES

TABLE		<u>Page</u>
14	Teachers and Administrators' Perceptions of Problems Relating to <u>Particular Aspects of the Community Education Concept</u>	109
15	Teachers' and Administrators' Perceptions of Problems Relating to <u>Community/School Involvement</u>	110
16	Teachers' and Administrators' Perceptions of Problems Relating to <u>Community School Personnel</u>	111
17	Teachers' and Administrators' Perceptions of Problems Relating to <u>Legislation and Government Support</u>	112
18	Teachers' Administrators' Perceptions of Problems Relating to <u>Process</u> in Community Schools	113
19	Teachers' and Administrators' Perceptions of Problems Relating to <u>Curriculum</u>	114
20	Teachers' and Administrators' Perceptions of Problems Relating to <u>Planning and Policies</u>	115
21	Teachers' and Administrators' Perceptions of Problems Relating to <u>Evaluation and Research</u>	116
22	Statistically Significant Differences According to Sex	120
23	Statistically Significant Differences According to the Level of Formal Education	121
24	Statistically Significant Differences According to Amount of Training in Community Education	122
25	Statistically Significant Differences According to Numbers of Conferences and Workshops Attended	124
26	Statistically Significant Differences According to Experience in Community Schools	128
27	Statistically Significant Differences According to Experience in Present School	129

LIST OF TABLES

TABLE		Page
28	Statistically Significant Differences According to Present Grade Levels	130
29	Statistically Significant Differences According to Individual Community Schools	132
30	The Contact Curriculum	146
31	Rank Order of Principals' Perceptions of Most Critical Problems	198
32	Rank Order of Community School Co-ordinators' Perceptions of Most Critical Problems	202
33	Rank Order of School Trustees' Perceptions of Most Critical Problems	206
34	Rank Order of School Board Administrators' Perceptions of Most Critical Problems	210

LIST OF FIGURES

FIGURE		Page
1	Levels of System Openness in Schools	27
2	Community Education Components in a Typical Community	28
3	Levels of Citizen Participation	30
4	The Conventional Model	38
5	The Emerging Model	39
6	The Community Education Model	40
7	Summary of Data Collection and Analysis	88

CHAPTER 1

NATURE AND PURPOSE OF THE STUDYA. Historical Overview

Community education has existed in varying degrees since people began to live in communities. Several early educators and philosophers made valuable contributions to our present understanding of community education. Recent writers (Olsen, 1975, 8; Olsen and Clark, 1977, pp. 58-59; Totten, 1970, 5) referred specifically to the following notable community educators:

Plato (Greek, 427 B. C. - 347 B.C.) attempted to develop an ideal community. He outlined planning procedures and illustrated ways in which community members might use their talents for the good of the whole community. Plato's philosophy emphasized education as being a lifelong process.

Cicero (Roman, 106 B. C. - 43 B. C.) and Luther (German, 1483-1546) advocated the harmonious relationship which should exist between education and the needs of the community.

Comenius (Moravian, 1592-1670), Rousseau (Swiss, 1712-1778) Pestalozzi (Swiss) 1745-1827), and Froebel (German, 1782-1852) stressed the following criteria in their education philosophies:

1. selection of curriculum material based on utility
2. learning experiences taken from the study of nature and the surrounding countryside
3. education for the development of the total person
4. learning by actively doing as well as by listening, reading and talking. (Totten, 1970, 5)

Although community education developed in several countries throughout the world, perhaps the greatest initiatives for development of the community education concept were taken in the United States of America.

Community Education in the United States

Early U.S. educators such as Dewey (1916) and Hart (1924) did much to link education with life in the community. The following quotes highlight this viewpoint:

The development within the young of the attitudes and dispositions necessary to the continuous and progressive life of a society cannot take place by direct conveyance of beliefs, emotions, and knowledge. It takes place through the intermediary of the environment. The environment consists of the sum total of conditions which are concerned with the execution of the activity characteristic of the living being. The social environment consists of all activities of fellow beings that are bound up in carrying on the activities of any one of its members. It is truly educative in its effect, in its efforts, in the degree in which an individual appropriates the purposes which actuate it, becomes familiar with its methods and subject matters, acquires needed skills, and is saturated with its emotional spirit. (Dewey, 1916, 26)

Education is not apart from life..The democratic problem in education is not primarily a problem of training children; it is a problem of making a community within which children cannot help growing up to be democratic, intelligent, disciplined to freedom, reverent to the goals of life, and eager to share in the tasks of the age. Schools cannot produce the result, nothing but the community can do so. (Hart, 1924, 36)

Clapp (1939, 170) and Everett (1938, pp. 435-437) built upon Dewey's and Hart's philosophies. They advocated fundamental bases on which viable community education programs might be developed between schools and their communities. These, as summarized by Seay, were that:

1. programming be based upon the notion that education is a continuous process
2. education objectives be stated in terms of desired changes in behaviour
3. educational activities and materials be based on the problems, needs and interests of particular communities
4. there be a reciprocal basis in community education; the school serving the community; the community serving the school

5. the local community be a focal point for developing an understanding of larger communities, and
6. community leaders be continually challenged so that they might be more and more relevant to the communities they serve. (Seay, 1974, 28)

One of the greatest contributions to the development of community education was made by Frank Manley, who in Flint, Michigan in 1935, initiated the Flint Community Education Model. Manley, supported by a grant from Charles Stewart Mott, a philanthropist (later responsible for establishing the Mott Foundation to sponsor community education programs) opened five community schools to develop programs aimed at:

1. reducing the incidence of juvenile delinquency in the Flint area
2. providing educative program for adults

So successful were the Flint community education efforts that they became a model for initiating community education programs throughout the United States of America and other parts of the world.

Community education literature indicates that community education is an evolving philosophy which parallels the social and economic phases of history. Decker summarized this aptly:

Community education is not a fad or a passing fancy. It is an eclectic philosophy that combines many desirable features of educational movements of the past and present into a concept of education that is sound and permanent. This conception of education is built upon a conscious choice between a number of educational and social issues. (Decker, 1972, 22)

During the forties, fifties, and sixties community education developed in particular where social and/or economic stresses prevailed. In each instance programs aimed at alleviating stresses were inaugurated between schools and communities.

Community education has moved from the status of programs added on to

regular school programs to include six major components:

1. an educational program frequently referred to as the K-12 program for school age children
- ✓ 2. use of community facilities, particularly school buildings for community activities and services
- ✓ 3. additional programs such as enrichment, remedial, recreational, cultural, and avocational activities for school age children and youth
- ✓ 4. programs such as basic education, and high school completion, recreational, cultural, avocational, and vocational activities for adults
- ✓ 5. delivery and co-ordination of community services
- ✓ 6. community involvement in which local problems are identified and processes are developed for providing solutions to problems (Minzey, 1974, pp. 7, 58)

Community Education in Canada

Cahill (1976, pp. 29-34), Latinecz (1979), and Prout (1977) have each briefly traced the development of community education in Canada.

The "Lighted Schoolhouse" of the prairies, a popular meeting place for communities during the thirties appears to be one of the forerunners of community education in Canada. Further foundations were laid in the maritime provinces where the Coady Institute of St. Francis Xavier University, Nova Scotia influenced the development of community schools in Prince Edward Island, Newfoundland, and Nova Scotia.

The 1970's witnessed the greatest growth in community education. Prout summarized initial thrusts taken by each of the provinces and the two territories:

Newfoundland. Emphasis has been placed upon the integration of small, isolated communities.

Prince Edward Island. The Rural Development Council's community schools have focussed upon improvement of community life.

Nova Scotia. The Division of Continuing Education sponsors community schools but works closely with the Department of Recreation in attempting to meet community needs.

New Brunswick. Presently joint-use agreements are being planned between school board and recreation personnel.

Quebec. Community involvement is the chief issue in Quebec. The majority of community school activities are recreational in nature.

Ontario. Ontario is the only province which receives financial support from the Ministry of Education. Great variety exists between community school programs and activities.

Manitoba. Programs, particularly social service programs, have been the chief focus in inner-city areas. Currently the Rural Educational Alternatives Program is being developed to serve rural communities.

Saskatchewan. Community college services have provided the major impetus for community development.

Alberta. Needs surveys and evaluations of existing community schools have formed the bases for future planning by the Alberta Government's Inter-Departmental Community School Committee. Joint community-use agreements between recreation and school personnel are in progress.

British Columbia. According to Prout, "this province is generally recognized as the first in Canada to systematically develop community schools." (Prout, 1977, 72)

Yukon. Difficulties associated with Federal Government involvement, land claim disputes, and ethnic differences have prevented the development of community education.

Northwest Territories. The Department of Education perceives community schools to be an integral part of the educational system. According to Prout, "many of the Territories' schools are perfect models of community schools." (Prout, 1977, pp. 26-27)

During the 1970's a number of Government Bills and reports promoting the development of community education in Quebec, Alberta, New Brunswick, Nova Scotia, British Columbia and Ontario, have been published. A major development in 1977 was the formation of a steering committee to establish a Canadian Community Education Association.

Important differences associated with legislation and funding exist between community education approaches in Canada and in the United States.

Legislation. In Canada local authorities are responsible for the organization of community education; in the United States state and federal authorities bear more responsibility in this matter.

Funding. Community education has received no funding at the local level from the Canadian Federal government. Consequently provincial governments meet 40% of educational costs and local school authorities are forced to raise the balance. By comparison both federal and state funding is available for the development of community education in the United States.

Community Education in British Columbia

Leadership in developing a community education concept in British Columbia has come from a variety of sources including principals, teachers, school board personnel, parents, and to a limited extent, university personnel. Among key personalities responsible for taking major initiatives were Jack Stevens, David Allan, and Gary Pennington. Stevens was instrumental in establishing the first community school in North Vancouver in 1971 Queen Mary Elementary School. He became the first community school co-ordinator there and in 1973 was appointed full time district co-ordinator of the North Vancouver School District.

Allan played a key role in establishing James Bay Community School in Victoria during 1971.

Pennington in 1974 initiated a unique and creative community education training program entitled Education V, at the University of British Columbia. The program, designed by members of the Faculties of Education and Arts, community school and traditional school personnel, graduating students and

community members, attempted to meet the needs of teachers who would be teaching in community schools.

Stevens, Allan, Pennington and John Talbot, a social worker, also formed a Provincial Community School Consultant Team established in 1973 by the British Columbia School Trustees Association and the Department of Education. "The purpose of this team was to provide training, dissemination, consultation and awareness of the community school concept". (Cahill, 1976, 48)

Presently there are approximately thirty community schools in the province most of which are situated in the Greater Vancouver and Lower Mainland areas. Each school, while being a product of its particular community, subscribes to a general philosophy of community education.

B. Philosophy of Community Education

Despite the fact that community education has developed at different times in several countries, some basic ingredients to a common community education philosophy are to be found. These ingredients have been expressed by Totten (1970): Community education:

1. is something that cannot be defined in specific terms
- ✓ 2. is a continually evolving process, movement or way of life
- ✓ 3. considers all community resources as learning mediums
- ✓ 4. has the ultimate goal of finding and using methods to bring into concert all learning forces and factors in the community
- ✓ 5. is multipurposed in its approach
6. is concerned to find ways of relieving economic and social pressures. (Totten, 1970, pp. 3-16)

Fantini (1978) drew the ingredients together in a short summary which echoed Decker's (1972) philosophy:

Community education is not an innovation, not a gadget, and not a fad,...It is a new philosophy of education deeply

rooted in the values of human potential. (Fantini, 1978, 3)

According to Latinecz (1979) most Canadian provinces had, by the mid-sixties, adopted a community education philosophy which viewed community education as:

a process which maximizes involvement of people in identification and utilization of resources, fulfilment of needs, democratic decision-making, and lifelong education while allowing for locality, group, cultural and individual differences. (Latinecz, 1979, 145)

C. Statement of the Problem

North Vancouver was one of the first districts in British Columbia to establish community schools. At the present time there are eight community schools in operation in that district. The first of these was designated in 1971; the eighth in 1979.

School documents indicate that, although each school was established in response to perceived community needs, no district-wide evaluation has been done to determine the impact of community education in North Vancouver.

During the past eighteen months individuals and groups in North Vancouver have raised serious questions, not only concerning the legality of community schools, but also about the financial burden sustained in their operation. Recent press releases drew attention to these questions.

North Vancouver's community schools, the subject of a current court case by a local resident against the school board, are an issue which has become a political hot potato and could dictate the November 17 school board election. (Lloyd, 1979, A1)

Judgment in favour of the community schools was passed in the Supreme Court of British Columbia on September 5, 1979. (See Appendix A)

North Vancouver is split into two hostile blocks. The North Vancouver Voters' Association strongly endorses community schools; the Concerned Citizens' Association sees them as a costly menace. (McDowell, 1979, 5)

In the same issue of the Vancouver Sun the whole concept of community

schools was discussed in a somewhat disparaging manner. A more comprehensive bibliography relative to the development of community education in North Vancouver is included as Appendices A-D.

From these isolated instances it is assumed that there are major problems associated with the present development of community education at the local district level in North Vancouver. In view of this assumption the researcher chose to examine the perceptions of local educators regarding major problems inhibiting the development of community education at the district level.

Purpose of the Study

The purpose of the study was to determine which problems are perceived to be significant inhibitors to the development of community education in the North Vancouver School District. The study sought opinions from key community educators: administrators of community education and teachers in community schools. Further, the study focussed upon the differences which exist between the administrators' and teachers' perceptions of the problems.

Need for the Study

The need for the study arose from a verbal request by a Special Review Committee in May 1978 to the North Vancouver School Board that a comprehensive evaluation of community education and community schools be undertaken in the North Vancouver School District. (North Vancouver School Board Minutes, May 29, 1978)

The study, by determining the extent to which problems are significant inhibitors to the development of community education, will provide research methodology and valuable data for a forthcoming evaluation of community education in North Vancouver.

Because very little has been done in general towards evaluating community education in North Vancouver it is anticipated that the study will not only contribute to the literature of community education but also will provide impetus for other school districts to research problem areas and to undertake significant evaluation studies.

Research Questions

Four groups - community school co-ordinators, principals, school board administrative personnel and school trustees were included in the study because of the key roles they play in the administration of community education. The roles of each group will be discussed in turn.

1. Community School Co-ordinators

In their writings (Berridge, 1973, 65; Hiemstra, 1972, 41; Schmitt and Weaver, 1979, 29; Wilder, 1979, 100) made reference to the importance of the community school co-ordinator in the administration of community education in a community school. Minzey and Le Tarte (1979) summarized this position by writing:

No other position is so important to the operation of community education as that of the director. Regardless of other inputs, the success or failure of the program will largely depend upon who fills the position. (Minzey and Le Tarte, 1979, 183)

2. Principal

Of particular importance is the community school principal's need to co-operate with the community school co-ordinator in providing effective administrative strategies. Clark, (1974, pp. 34-35); Herman, (1973, 11); and Wilder, (1979, pp. 100-101) described the principal as the leader and a catalyst for change who, in Keidel's words,

is in a key position as overall supervisor of the building program and who by his co-operation or lack of it, with the community school co-ordinator can either increase or diminish the effectiveness of the co-ordinator's efforts. (Keidel, 1969, 82)

3. School Board Personnel

The community education literature suggests that the superintendent, be an active proponent of the community education concept if the concept is to thrive. (Fried, 1978, 9; and Wilder, 1979, 100) characterized the role of the superintendent in this way:

It becomes the responsibility of the chief school official to know the community education concept and communicate it to others...The superintendent's position must be occupied by an individual who has a strong commitment to community education if success is to be achieved in the implementation of the concept.

4. School Trustees

School trustees elected to school boards have responsibilities to be involved in decision-making affecting education within particular school districts. In this capacity they have a vital role to play in the administration of community education.

For the purposes of this study the four key administrative groups will often be referred to as the administrators of community education.

Another large group, the community school teachers, perceived to be key developers of community education were also included in the study.

Community School Teachers

Each community school teacher in his/her daily interactions with students, staff members, parents, and community residents is in a viable position to bring the philosophy of community education down to a very practical level in the classroom.

Writers such as (Hager, Olsen and Clark, 1977, 59; Keidel, 1969, 82; Minzey and Le Tarte, 1972, 162) emphasized the importance of community school teachers in developing community education. Stevens postulated that:

Community schools will require a different breed of teacher. Teachers will have to be skilled in curriculum development, well-versed in the growth and development of children, effective as a member of a team, therefore effective in group skills. Above all, they will have to be committed to children and to the goals and aspirations of their particular school/community. (Stevens, 1974, 7)

The study was thus directed toward two key groups of community educators; the administrators and the community school teachers. The purpose of this study was to determine problems perceived by these two groups to be significant inhibitors to the development of community education in the North Vancouver School District. The study focussed upon the following questions:

1. What problems are perceived by administrators to be significant inhibitors to the development of community education in the North Vancouver School District?
2. What problems are perceived by teachers in community schools to be significant inhibitors to the development of community education in that school district?
3. What are the differences between the administrators' and community school teachers' perceptions of the problems?
4. Do perceptions differ according to the following criteria:
 - (a) sex
 - (b) level of formal education attained
 - (c) amount of formal training in community education
 - (d) numbers of community education conferences and workshops attended
 - (e) length of time actively associated with community schools
 - (f) length of time associated with present schools
 - (g) grade levels with which presently associated
 - (h) individual community schools

The data for the study were obtained from the following instruments:

1. an interview schedule conducted with two community education administrative groups: community school co-ordinators and principals

2. a questionnaire distributed to:

- (a) the total administrative body: community school co-ordinators, principals, school board personnel, and school trustees, and
- (b) the community school teachers

Operational Definitions

Community

The word "community" is derived from the Latin "communitas" meaning fellowship, common relations or feelings. Over time the notion of community has expanded to include several interpretations.

Among Dewey's (1916) key community ingredients were things held in common, communication and a common understanding. Minzey (1972, 13) viewed community as a feeling rather than as a geographical setting while responsibility and commitment to and for members of the community were emphasized by McDowell (1979, 5) and Newmann and Oliver (1967, pp. 61-106)

Tonnes (1957), a German sociologist detailed two entirely different versions of community which have been quoted often in community education literature. Hiemstra (1972, 16) and Minzey and Le Tarte (1972, 21) presented summaries of Tonnes' distinction between "gemeinschaft" and "gesellschaft."

Gemeinschaft

1. a relationship between persons largely based on kinship
2. people who know most of their neighbours
3. continuity brought about by informal controls
4. little division of labour
5. a self-sufficient community
6. people with a strong sense of community identity
7. a general absence of special interest groups

Gesellschaft

1. a community tie based on territory rather than kinship
2. division of labour with great specialization
3. proliferation of society and organization
4. lack of acquaintance with others, even neighbours
5. formalized social controls set by law and enforced by police
6. high interdependence with other communities
7. anonymity of many persons, where few associate with community life (Minzey and Le Tarte, 1979, pp. 28-29)

It is apparent that community educators attempt to develop the "gemeinschaft" aspects of community.

Community Education

Two words, "concept" and "process" are included in several definitions of community education. For this reason Minzey's and Le Tarte's definition emphasizing "process" are used in this study to present a comprehensive understanding of the nature of community education:

Community education is a philosophical concept which serves the entire community by providing for all of the educational needs of all its community members. It uses the local school to serve as the catalyst for bringing community resources to bear on community problems in an effort to develop a positive sense of community, improve community living, and develop the community process toward the end of self-actualization. (Minzey and Le Tarte, 1972, 19)

Community education is the process which, as related primarily to learning, insures community involvement in identification of community needs, utilization of resources and sharing of power in decision-making, and affects, strengthens, and enriches the quality of living of individuals and their community. (Mott Foundation, 1977, 2)

The North Vancouver School Board emphasizes the process aspect in its definition of community education:

Community education is an educational process which serves all age groups in the community. The total resources of the community are

employed to develop programs and services needed or desired by students, teachers and residents. (North Vancouver School Board, Policy 1200 , 1974)

Community Schools

Clapp (1939), one of the pioneers of the community education concept envisioned the community school as one that:

foregoes its separateness. It is influential because it belongs to its people. They share its ideas and ideals, and its work. It takes from them and gives to them. (Clapp, 1939, 89)

Minzey and Le Tarte (1979, 14) and McClusky (1953) built upon Clapp's philosophy and emphasized the catalytic role played by the community school:

The community school becomes the instrument whereby the superior resources of the community are mobilized for self-improvement. It becomes a catalytic agent and co-ordinator. (McClusky, 1953, pp. 149-153)

North Vancouver School District

The North Vancouver School District includes the area stretching from the Burrard Inlet waterfront to the mountains, east to Deep Cove and west to the Capilano River. An estimated population of 100,000 lives in the area which is served by thirty-two elementary and ten secondary schools, seven of which are elementary community schools and one of which is a secondary community school. (North Vancouver School Board data, May, 1980). The study was focussed upon the elementary community schools in the district.

Problems

Webster's New Collegiate Dictionary provided three definitions of the word "problem" which were appropriate for this study:

1. a question raised for inquiry, consideration or solution.
2. an intricate unsettled question.
3. a source of perplexity, distress or vexation.

(Webster, 1977, 917)

Perceptions

The same dictionary defined perception as "consciousness"...

the awareness of the elements of the environment through physical sensation (Webster, 1977, 850)

Owens (1970) drew attention to previous experiences in our personal environments. He wrote,

Our perception of what is a 'fact' or what is 'true' about the behaviour of others is much affected by what we bring to the situation...out of our expectations, biases and beliefs.
(Owens, 1970, 41)

In the context of the study participants were expected to indicate from their own experiences problems which appeared to be preventing positive development of community education in the North Vancouver School District.

Development

Community education is a developing concept and is thus "a gradual unfolding" or "a fuller working out" as the Oxford dictionary expresses it. Community education is an evolutionary process constantly changing and developing as circumstances change and different needs arise. (Oxford Dictionary, 1951, 328)

Limitations of the Study

The study was subject to certain limitations which are outlined below.

1. One school district was chosen for the study. Hence findings cannot be generalized to other school districts.
2. Certain groups of community educators were selected for the study. These included administrators (community school co-ordinators, community school principals, school board personnel and school trustees) and community school teachers. Excluded from the study were students, parents of students attending community schools, volunteers working in community schools, agency workers, community residents, and all personnel associated with non-community

schools. The study thus focussed upon what selected groups perceived to be problems which are inhibiting the development of community education. Quite different results may have emerged if all of the above mentioned community groups had provided input to the study.

3. The study focussed upon educators associated with elementary community schools. The new secondary community school in the Deep Cove area was omitted from the sample.

4. This study is limited to a review of problems associated with community education development in North Vancouver. The positive aspects, of which there are many, are not discussed.

5. The questionnaire used in the second stage of the study was developed from data obtained from only two of the four groups of administrators.

Overview of the Study

This chapter presented:

1. a background to the development of community education
 - (a) in general
 - (b) in the United States of America
 - (c) in Canada
 - (d) in British Columbia
2. a description of the problem selected for study and the conditions under which the research was undertaken.

Chapter II of the study is devoted to a review of the literature relating to the thesis topic. Chapter III focusses upon the research design and methodology. Descriptions of the sample selected for the study, data-gathering instruments, methods of collecting data, and means of data analysis are discussed in detail. Chapter IV provides a presentation and analysis of the data collected and details of the findings of the study.

Chapter V is devoted to a summary of the study, a discussion of the findings and their implications, and recommendations for community educators in North Vancouver based on the results of the study.

CHAPTER II

REVIEW OF THE LITERATURE

A review of the literature indicated that, although community education has great potential for mobilizing and enlivening communities, major problems may occur in each stage of its development.

It is the purpose of this chapter to review the literature under three focii:

A. Potential Problems Associated with the Development of Community Education

1. Concept
2. Implementation of Community Education
 - (a) Background to implementation
 - (b) Councils
 - (c) Personnel
 - (d) Training/Leadership
 - (e) Legislation
 - (f) Community Education Models
 - (g) Curriculum
 - (h) Education
 - (i) Research

B. Actual Problems Associated with the Development of Community Education

1. Reports
2. Case Studies

C. Development of Community Education in North VancouverA. The Development of Community Education: Potential Problems1. Concept

Several community educators cited problems associated with the development of a community education concept. For the purposes of the study

problems have been examined within four categories suggested by Kaplan and Warden (1978, 3)

- a. Failure to Establish a Literary Definition
- b. Lack of Theory
- c. Misconceptions Associated with the Concept
- d. Overall Lack of Conceptual Development

a. Failure to Establish a Literary Definition

Minzey (1972, pp. 150-153) and Minzey (1974, 7) wrote about the evolution of a definition for community education. Early definitions were limited and viewed community education as a series of programs added on to the regular school curriculum. As interest in the concept grew, more and more people attempted to define it in terms that suited their particular philosophies. Community education became synonymous with adult education, recreational activities, extra curricular activities for students, higher education, "neighbourhood schools", community control, job-training, social work, pre-school programs and many other activities and programs.

In view of the complex nature of the concept, many have remained confused and reluctant to write a comprehensive definition. Despite the inherent difficulties Weaver (1972) believed that, no matter how community education is described, it must ultimately be defined for a failure to define..."leaves one open to the charge of including the entire universe within the concept - a criticism often levelled at community educators."

b. Lack of Theory Development

A lack of theory to support the concept of community education is perceived by many to be a serious problem. Fitzgerald (1979, Chap. 5) and Weaver (1979) demonstrated this need for a theoretical framework.

According to Weaver:

The development of theory from which to test the assumptions and hypotheses underlying the community education concept is essential to the survival of community education as a viable process. (Weaver, 1972, 154)

In an article entitled, "Community Education - A Cause without Reason", Fitzgerald (1979) indicated that at national and international conferences emphases have been placed on comparison of programs, innovations, funding and legislation. He maintains that little discussion has centred around the development of a sound theoretical base for community education. A reason given for this anomaly is that most community teachers to date have seen program development as one of the chief means of involving people. As ad hoc programs evolved practice rather than theory was stressed.

Accountability has also played a large role in detracting from the importance of theory development. In the United States, funding for community education has been organized primarily according to the numbers of programs and program participants.

There is a serious obligation for community educators to weave current practices into an integrated theoretical framework, for as Fitzgerald claims

Until this happens, community education ...will probably remain a cause without reason. (Fitzgerald, 1979, 69)

C. Misconceptions Associated with the Concept

Minzey and Le Tarte (1979) contended that:

Community education has suffered more from misconceptions and misunderstandings than for any other reason. Many activities have been falsely labelled as Community Education, and many Community Education persons have promoted Community Education as things which fall short of the complete definition. (Minzey and Le Tarte, 1979, 13)

Writers such as (Clark, 1977; 5; Kerensky, 1972, pp. 158-160; Minzey, 1974, pp. 46-50; Minzey and Le Tarte, 1972, pp. 3-24; 1974, pp. 13-26) voiced the opinions of several community educators when they

enumerated the chief misconceptions associated with the community education concept. These included:

1. Community education is merely a "new slogan", "add on" or gimmick with no real depth or meaning.
2. Community education is the community school.
3. Community education is community-based programs.
4. Community education is the "neighbourhood school".
5. Community education is community control.
6. Community education is related specifically to social needs associated with poor and disadvantaged groups.
7. Community education is community development.

Greene (1973) and Malpass (1974, 55) viewed the definition of concepts and principles associated with community education as a unique problem. Although Greene confined most of his comments to the community school, there is application to the whole concept of community education in the following quote:

The community education movement is faced with a unique problem. That problem is to define the concepts and principles of the community school. Unlike what has been done in the past, these definitions must be specific, concrete, and touch upon the lives of people or we are simply engaged in a word game. (Greene, 1973, 42)

d. Overall Lack of Conceptual Development

During the past decade several writers have commented upon the problem of developing a unique concept of community education.

Jeffrey (1979, 39) contended that the community education philosophy is a collection of pedagogical principles to which most teachers, not just community school teachers, aspired. One reason for this situation was offered by Whitt (1973, 25) who suggested that educators have tried to make too simple the complex concept of community education.

Decker (1972, Chap. 4) and De Lary (1974, 38), in portraying community education as an evolving concept, pointed out the confusion and lack of consensus about what constitutes the nature of community education.

According to Decker (1975):

Confusion regarding the concept of community education has often led to fragmentation in efforts to implement it. Because many supporters do not perceive the concept in its totality, many variations exist. There are examples of fragmented community education efforts which have produced, or have increased conflicts and conceptual differences among school administrators, recreation and park personnel, social services staffs, and numerous others. If a community is to embrace community education to its fullest potential, conceptual clarification is an essential first step. (Decker, 1975, 7)

From the foregoing it is assumed that the challenge remains for community educators to become aware of the four problem areas discussed and to develop strategies within their own communities for:

1. defining the community education concept
2. establishing a sound theoretical structure
3. explaining the nature of the concept, and
4. determining an appropriate conceptual framework.

B. Implementation of a Community Education Concept

a. Background

A common rationale for implementing a community education concept was noted in the review of the literature. In all instances social and/or economic pressures were the bases upon which community education was initiated.

Current interest in the implementation and development of community education in North America has been aroused by societal factors such as those expressed by Minzey and Le Tarte (1972, pp. 27-29) and Sandberg and Weaver (1977):

1. General societal malaise.

2. Dissatisfaction with the accomplishments of the schools.
3. Tendency for institutions to become their own raison d'etre.
4. Recognized need for co-ordination of community services.
5. Inability of the home to provide the early childhood environment considered to be essential as a basis for further education and a productive life.
6. Recognition of the educative potential of community agencies in addition to the school.
7. Commitment to the promotion of the community education concept by state legislatures and Congress. (Sandberg and Weaver, 1977, 9)

In most instances community education has been implemented in the community school because of its strategic location within the community.

Community educators have been mindful of the public's general dissatisfaction with the public schools. According to critics (Clark, 1977, 8; Decker, 1975, pp. 5-6; Melby, 1973, 8; Minzey and Le Tarte, 1979, 110; Roberts and Tyler, 1977, pp. 15-17) educators in public schools have contributed to the public's negative attitude by promoting a series of hypocrisies in which there are marked discrepancies between educational theory and practice in schools. For instance:

- ✗ 1. Educators say that the first few years of a child's life are important but provide few educational programs for children under the age of five years.
- ✗ 2. Educators say that the child is the product of the total environment yet act as though most learning takes place within the classroom.
- ✗ 3. Educators say that there is a strong relationship between economic and social success, yet many segments of society are denied educational opportunities.
- ✗ 4. Educators profess adherence to broad education goals, but tend to stress programs related solely to cognitive learning.
- ✗ 5. Educators purchase costly facilities and equipment, but use them only intermittently.

6. Educators stress local control of schools yet deny community involvement in decision-making.
7. Educators profess that education is a lifetime process but operate as though education needs cease on completion of year 12.
8. Educators deplore duplication and waste but do little to coordinate community services and resources.
9. Educators profess adherence to participatory democracy but do not encourage development of local advocacy or problem solving.
10. Educators say that education is a preparation for life but schools are not contributing to this philosophy in a relevant way. (Minzey and Le Tarte, 1979, 110)

In attempting to implement the objectives of community education a community school is exposed to barriers which are as relevant today as they were when enumerated by Seay and Wilkinson in 1953. The titles of these barriers and a paraphrased description of each appear below.

1. Conflict with the Mores of the Community

Some programs initiated by a community school for the "good" of the community are at variance with customs which are an integral part of community life. Problems are created when community members resist such programs.

2. Difficulty of Determining Readiness for Change Within a Community

Occasionally objectives are implemented at inopportune times. Implementation may be either too hasty or too slow for community needs.

3. Misuse of Community Surveys

Surveys designed to assess community needs can be inhibitors to the development of healthy school-community relationships if they are poorly planned and become an end in themselves.

4. Failure to Understand the Functions of the Community School

Varying expectations about the role of the community school can cause

conflicts among individuals and groups.

* 5. Failure to Define the Community to be Served

The word "community" has several meanings. Problems can arise when the school aligns itself with certain community groups and neglects others. (Seay and Wilkinson, 1973, pp. 266-275).

* 6. Failure to Recognize Differences Among Communities

Failure to recognize differences among communities can be one of the most serious barriers to the implementation of community education.

Communities are composed of a complex of social and economic groups, institutions, and resources which may be found in an infinite variety of combinations and which are undergoing continual change. Because of this variety and change no two communities are alike except in their most superficial aspects. (Seay and Wilkinson, 1953, 274)

* Problems can be increased when community educators try to transplant successful community programs from one community and expect them to be equally successful in another.

Recent writers (Minzey, 1974, pp. 58-59; Minzey and Le Tarte, 1979, 49; Wood, 1979, 21) illustrate the gradation of community education from a program narrowly designed for school age children to one in which there is a high degree of community involvement and participatory decision-making. Wood's five levels of system openness (see Figure 1) in community schools correspond closely to Minzey's six components of community education (see Figure 2)

Levels of System Openness in Schools

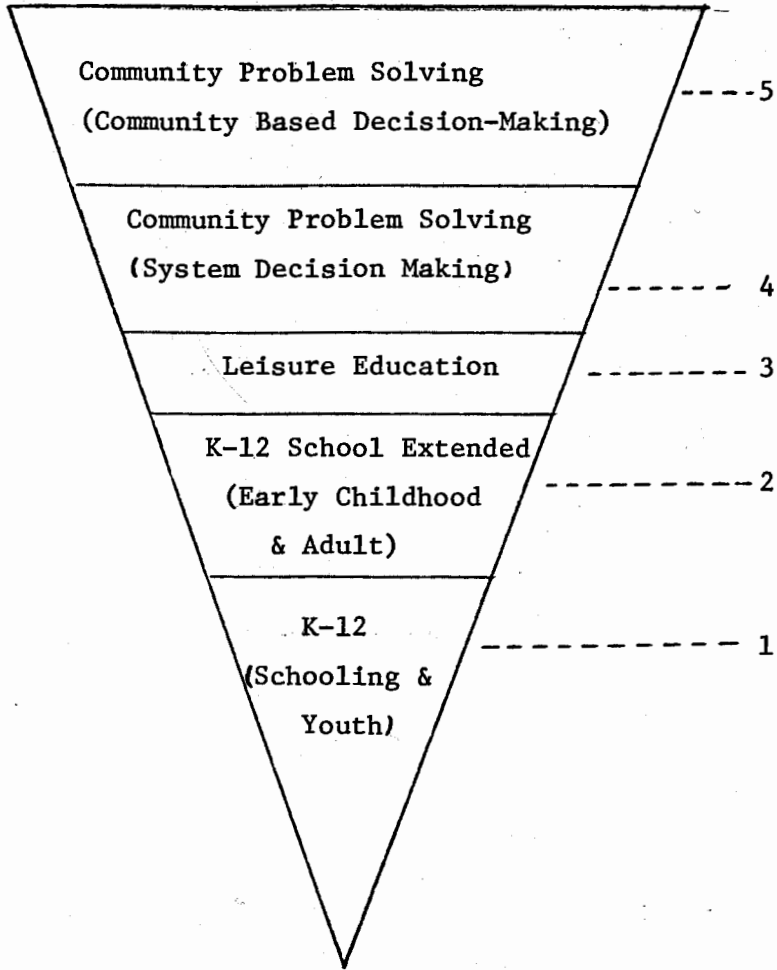


Figure 1

(Wood, 1979, 21)

Community Education Components in a Typical Community

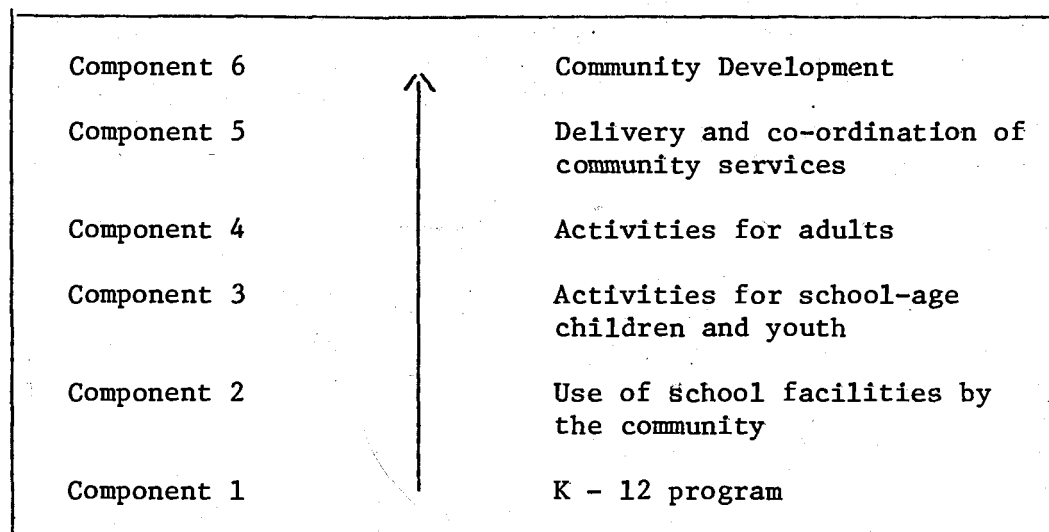


Figure 2

(Minzey, 1974, 8)

Wood specifies youth in the K - 12 program and includes early childhood and adult education in an extension of the K - 12 program. Minzey does not mention preschoolers on his continuum. Leisure education includes avocational, social, cultural and recreational activities suggested in components 3 and 4 of Minzey's conceptual framework. Decision-making at the school level is presupposed in components 5 and 6. Both figures are cumulative; each level or component presumes inclusion of all previous levels.

Writers such as Minzey and Le Tarte, (1977, pp. 15, 113); Minzey and Olsen (1979, pp. 36-37); Weaver and Seay, (1974, pp. 126-129) have written extensively about the process of putting into practice the various components or levels of community education. Most problems occur with implementation of Minzey's components 5 and 6 and Wood's levels 4 and 5.

Totten (1974) and Wilson (1974) specified problems of "process" in community education. These included:

1. additional costs
2. negative attitudes and consequent reluctance of agency and organization personnel to co-operate
3. lack of co-operation and resistance to change from day-school staff
4. inadequate assessment of desires and needs of citizens
5. lack of needed volunteer workers from the community
6. lack of understanding about potential of community resources
7. lack of response by community to offered services
(Totten, 1974, pp. 301-307, Wilson, 1974, pp. 14-15)

Problems such as the above contributed to the failure of some community schools or resulted in greatly modified versions of community education.

Warden (1977) expanded upon Totten's and Wilson's perceptions and listed a series of potential malpractice areas in implementing a process of community education:

1. Initiating efforts with little or no knowledge and/or involvement from the community.
2. Encouraging people involvement in schools and other agencies without consideration as to specific ways/processes of such involvement.
3. Implementing an organization model or plan that is consistent with national trends but inconsistent with local community conditions.
4. Developing leadership patterns which lead to the dominance of hired personnel.
5. Undertaking "empire building" on the part of individuals and organizations.
6. Developing operational procedures which are inflexible.
7. Forming advisory councils without thought as to their purpose and responsibilities. (Warden, 1977, pp. 9-10)

Citizen participation is considered to be a vital process goal of community education. Fantini, (1978, pp. 2-7) and Kaplan and Tune (1978, 15) outlined levels of citizen participation as follows:

Levels of Citizen Participation

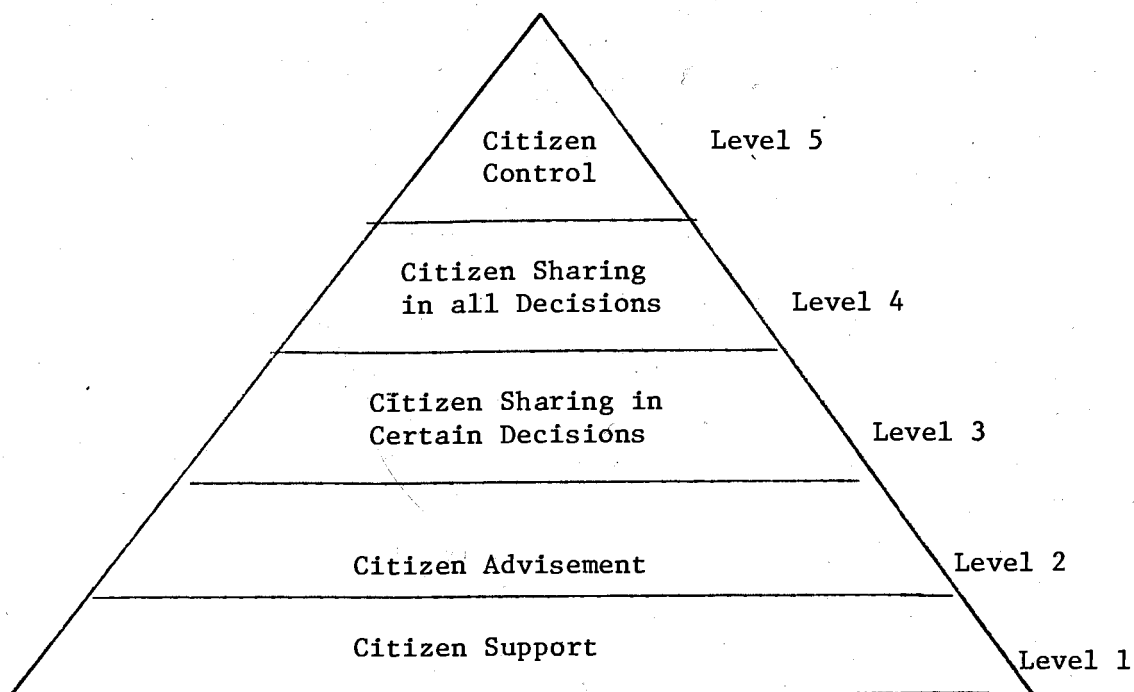


Figure 3

(Kaplan and Tunc, 1975, 15)

At the first level citizens support decisions made by local school authorities; at the sixth level citizens have the final authority for decisions.

b. Councils

In order to maximize and co-ordinate citizen participation most community schools have established advisory councils which, although peculiar to particular communities, have certain common functions such as those suggested by Cox (1974):

1. fact finding
2. planning
3. co-ordination and communications
4. activation of new resources

5. evaluation
(Cox, 1974, 30)

Parson and Seay (1974) stressed the importance of community councils in bringing the grass-roots level of citizen participation into community education. (Parson and Seay, 1974, 171)

Despite the potential for such councils, many have remained ineffective instruments in which efforts have been thwarted for reasons such as those suggested by (Dale, 1979, 25; Greiner, 1978, 46; Le Tarte, 1978, 65; Minzey and Le Tarte, 1979, 123; Parson, 1979, 155):

1. Council members have not been given joint ownership in council processes from the beginning.
2. Council members are excluded from many decisions ✓
3. Councils often lack representativeness and are made up of status leaders who have the major say about community problems
4. Most council members have only token involvement in decision-making and thus become demoralized and apathetic
5. Many councils do not have clear policies, goals or objectives
6. There is a lack of openness and communication within councils.

With problems such as these in mind an examination of the roles of key personnel responsible for the administration and development of community education is appropriate.

c. Personnel

The Community School Co-ordinator

Several writers (Berridge, 1973, 65; Ellis and Sperling, 1973, pp. 55-56; Hiemstra, 1972, 41; Minzey and Le Tarte, 1979, pp. 119, 183; Schmitt and Weaver, 1979, 29; Wilder, 1979, 101) emphasized the importance of wisely selecting community school co-ordinators:

No other position is so important to the operation of community education as that of the director (community school co-ordinator).

Regardless of the other inputs, the success or failure of the program will largely depend upon who fills this position. (Minzey and Le Tarte, 1979, 183)

The Community School Principal

According to (Carrillo, 1973, pp. 7-8; Clark, 1974, pp. 34-35; Melby, 1972, 172 and Wilder, 1979, 101), and several other writers, principals of community schools can, by their attitudes toward community education, the community school co-ordinator, staff and community be responsible for positive or negative results of the community education program. Wilder contended that:

Each principal must promote and nurture the growth of community education both philosophically and programmatically. Without this active support the concept will never achieve its potential. (Wilder, 1979, 101)

Community School Teachers

The literature is replete with references to the need for recruiting suitable teachers if community education is to succeed.

Keidel (1969, pp. 82-83) referred to the need for teachers to understand and accept the community education philosophy if they were to be active proponents of community education practice. Kerensky and Melby (1971) contended that teachers who did not understand and accept the community education philosophy to be often "...the major roadblock to its affecting the K-12 program." (Kerensky and Melby, 1971, 182) Hanna (1972 indicated that analysis of case studies of abandoned community school efforts seemed to point to...

the lack of understanding of the goals (of community education) and inadequate or inappropriate content and method on the part of the teaching profession." (Hanna, 1972, 17)

Hager, Olsen and Clark (1977) summed up the role of the community education teacher:

The role of the teacher is critical if education is to address the problems facing many communities and be responsive to the

needs of all community citizens, young and old, advantaged and disadvantaged, collectively and individually. By utilizing community resources, human and physical, in the classroom and actively seeking ways to involve the school and community in a wide variety of situations, teachers can play a key role in addressing the present challenges to education in a manner beneficial to all. (Hager, Olsen and Clark, 1977, 59)

d. Training and Leadership

Numerous writers have expressed concern about problems associated with the training of community educators. Writings centred around the lack of relevant training programs and the consequent lack of trained community educators. Watt and Lisicich (1975) believe that certain programs reflect the bureaucratization of education by "placing undue emphasis upon the academics." (Watt and Lisicich, 1975, 13). Warden (1975, 31) wrote about the need for training in skill development so that community educators might establish greater facility in working with the community. Prout (1979, pp. 24-26), Sandberg and Weaver, (1977, pp. 9-12) advocated training in the development of human, technical, organizational, leadership, and conceptual skills in conjunction with experiential, humanistic, and field-based training.

The inadequacies of teacher training were noted by Gerson, (1975, 31), Kaplan, (1977, 57) and Kimbrough (1977, 25). It was suggested that:

1. Teachers are poorly prepared to understand and to use the environmental forces which affect children.
2. Teachers are unprepared to work with non-professionals. This point was also made by Winecoff and Powell (1975) in their discussion about the frustration and failure of volunteer programs in some schools.
3. Teachers are unprepared to work with parents in a joint effort at modification of the school as an institution in constructive ways.

According to Satterfield and Boyer (1973):

Many young persons entering the teaching profession frequently perceive teaching as being confined to their individual classrooms and they often hold extremely limited perceptions of the community. (Satterfield and Boyer, 1973, 12)

4. Teachers have been prepared historically to look at the method rather than the conceptual development of content.

In analysis of in-service education Minzey and Le Tarte (1979) gave three reasons for the failure of in-service programs:

1. Tradition. Information is presented in a traditional manner. Participants are merely passive recipients.
2. Non-commitment. In-service programs which are lacking in appropriate content and planning do not receive strong commitment.
3. Inadequate financing. In-service programs have been underfunded and consequently lacking in quality. (Minzey and Le Tarte, 1979, 196)

In planning future in-service programs it was suggested that participants be involved in planning, process and evaluation of the programs.

The community school co-ordinator considered by many writers to be the key to successful community education programs has not usually received adequate training. Hartvigsen (1972, 43) and Johnson (1975, 19) voiced the opinions of many when they advocated that the community school co-ordinator be more broadly trained than anyone in the educational program today.

Universities and colleges have had to take some share of the blame for the lack of adequately trained educators. Pennington (1979) strongly criticized major anti-education practices perpetuated by faculties of education. He postulated that the multi-layered bureaucratic administrative sector engage in decision-making procedures which

remove them farther and farther from first-hand knowledge of the needs, wants, and hopes of those people for whom they are responsible." (Pennington, 1979, 101)

Bernard (1979, 148) lamented the fact that producing community educators in Canada is a major problem. Because there are presently no facilities in colleges and universities potential community educators have had to be trained in the United States. A distinctive American community education atmosphere permeates many Canadian community education centres.

Leadership

A lack of training for leadership was considered to be a serious defect of training programs in general. Howerton (1977) stated that:

The problems of providing leadership in developing educational policy decisions constituted the chief problem of community educators. (Howerton, 1977, 155)

Schmitt and Weaver (1979, 107) attributed the failure of community education to reach its potential to inappropriate leadership styles exercised within communities. Berridge, Stark and West (1977) postulated that the lack of leadership skills constituted a major impediment to the growth of community education. They wrote:

The success of a community education project is directly proportional to the leadership skills of the individual responsible for the project's implementation and dissemination. (Berridge, Stark and West, 1977, 133)

e. Legislation

A major difference between the United States and Canada exists in the forms of legislation for community education. Latinecz (1979, 148) described Canada's official legislation which gives provinces the responsibility for establishing educational policies. Because there are no Federal funds available for community education, provinces --unlike the United States-- are required to meet total education costs. Individual school districts are thus forced to cover up to as much as 60% of the total educational expenses.

Berridge, Stark and West (1977) contended that lack of sufficient

finance was the most crucial problem affecting the development of community education. They wrote:

Most school boards will readily accept the philosophy of community education, but the true test of commitment comes from their willingness to finance its implementation. (Berridge, Stark and West, 1977, 95)

Minzey and Le Tarte (1979, 166) postulated that the lack of finance was the most frequent excuse used for not implementing community education in certain communities.

The British Columbia Ministry of Education, by not openly supporting community schools, either on a personal or a financial basis, has created added legislative problems for community schools.

In North Vancouver anti-community school groups such as the Concerned Citizens' Association continually question the legality and the costliness of running community schools in the area.

f. Community Education Models

Great variations exist among models of community education. Writers such as (Burbach and Decker, 1977, 62; Nance and Pond, 1974, 55; Parson, 1976; Prout, 1977, pp. 9-10; Udell and Nance, 1975, pp. 21-27; Warden, 1974, pp. 11-13) drew distinctions among the various models and outlined the strengths and weaknesses of each. A description of some common community education models is given below.

1. The Flint Model

The Flint Community Education Model developed in the early days of the modern revival of community education. Community involvement and community development are the main criteria adhered to by community schools in Flint.

Other distinguishing features are:

1. financial support received from the Mott Foundation to encourage the community to make greater use of school and community facilities;

2. the appointment of a community school director who was responsible for the co-ordination of regular and additional school programs;
3. the introduction of a school advisory council to serve the needs of the community (Prout, 1977, pp. 9, 10)

The Flint Community Education Model has been an exemplar for many communities both in the United States and Canada. According to research by the writer this model has not been portrayed in diagrammatic form.

Seay, (1974) summarized in diagrammatic form components of three models of community education that were developed during a National Study of Community Goals conducted by Weaver in 1972. The first, the Conventional Model, assumed a stable community in which community education was school-based and the community school co-ordinator responsible to the school. The Emerging Model, indicative of communities today, assumed societal unrest. A co-operative, community oriented community education was developed in such a setting and the community school co-ordinator was more of a facilitator. Seay presented a further model which he believed necessary to "systematize the concept and to develop testable hypotheses." The community education model (see Figure 6) classifies the outputs (community improvements) which can be accomplished by certain processes (activities). Inputs (community resources) are selected to achieve desired outcomes. The dynamics (interactions) illustrated by arrows suggest that all elements are affected by interactions occurring within the system. Structured surveys (formal feedback) and unsolicited comments (informal feedback) form bases on which the model may be modified. Community educators must always take into consideration community givens such as mores and customs.

2.

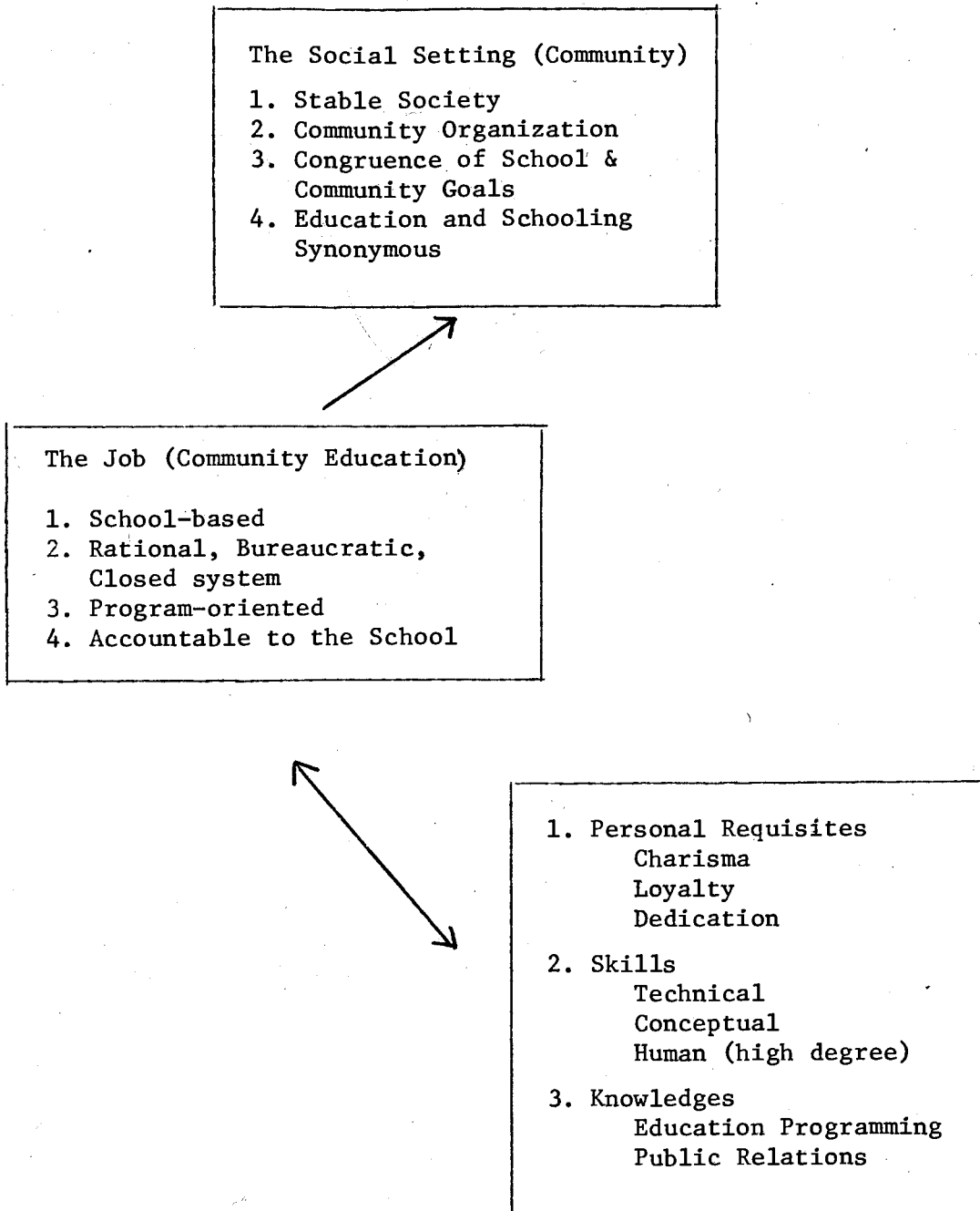
The Conventional Model

Figure 4

(Seay, 1974, 131)

3.

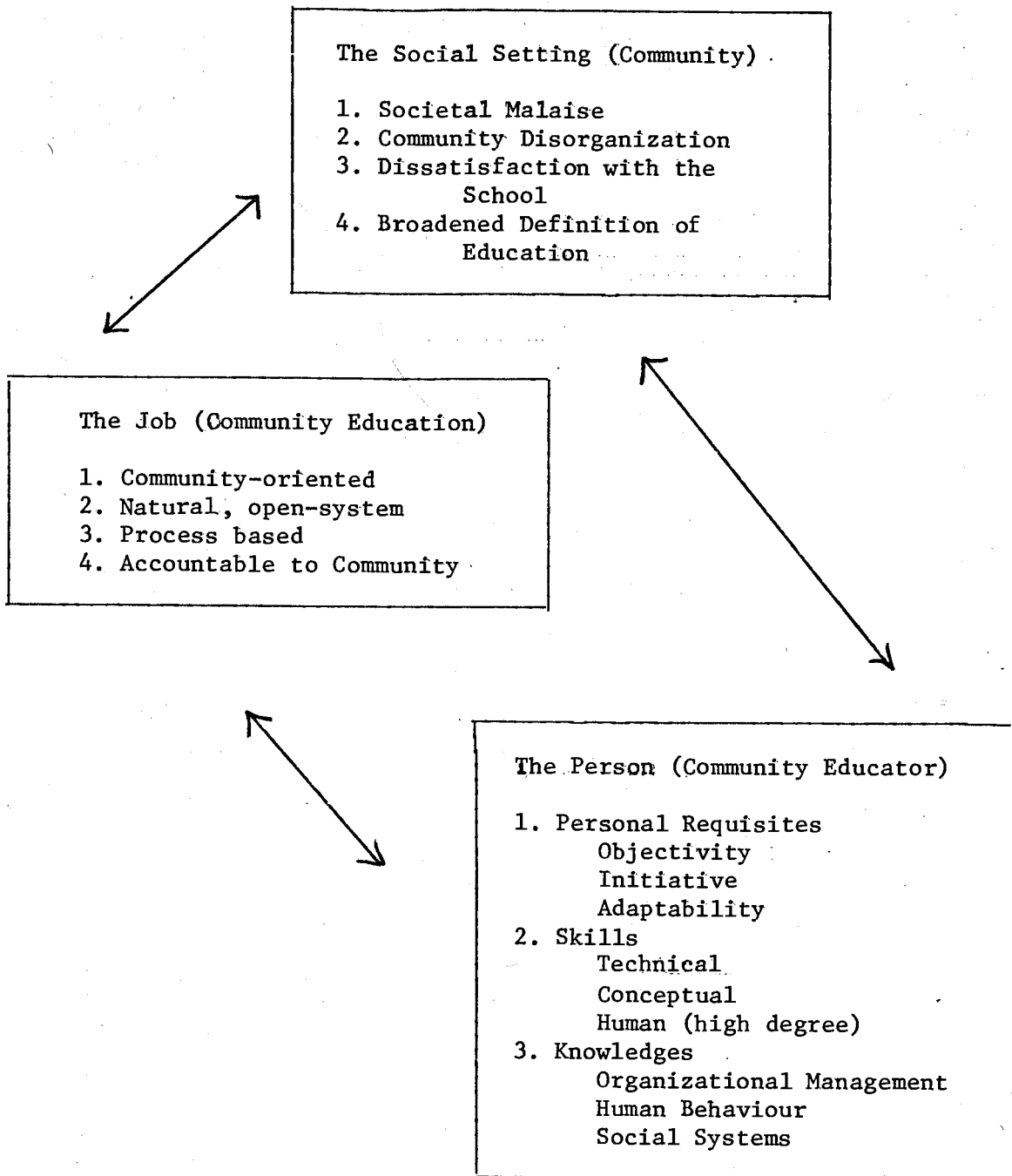
The Emerging Model

Figure 5

(Seay, 1974, 132)

4.

The Community Education Model

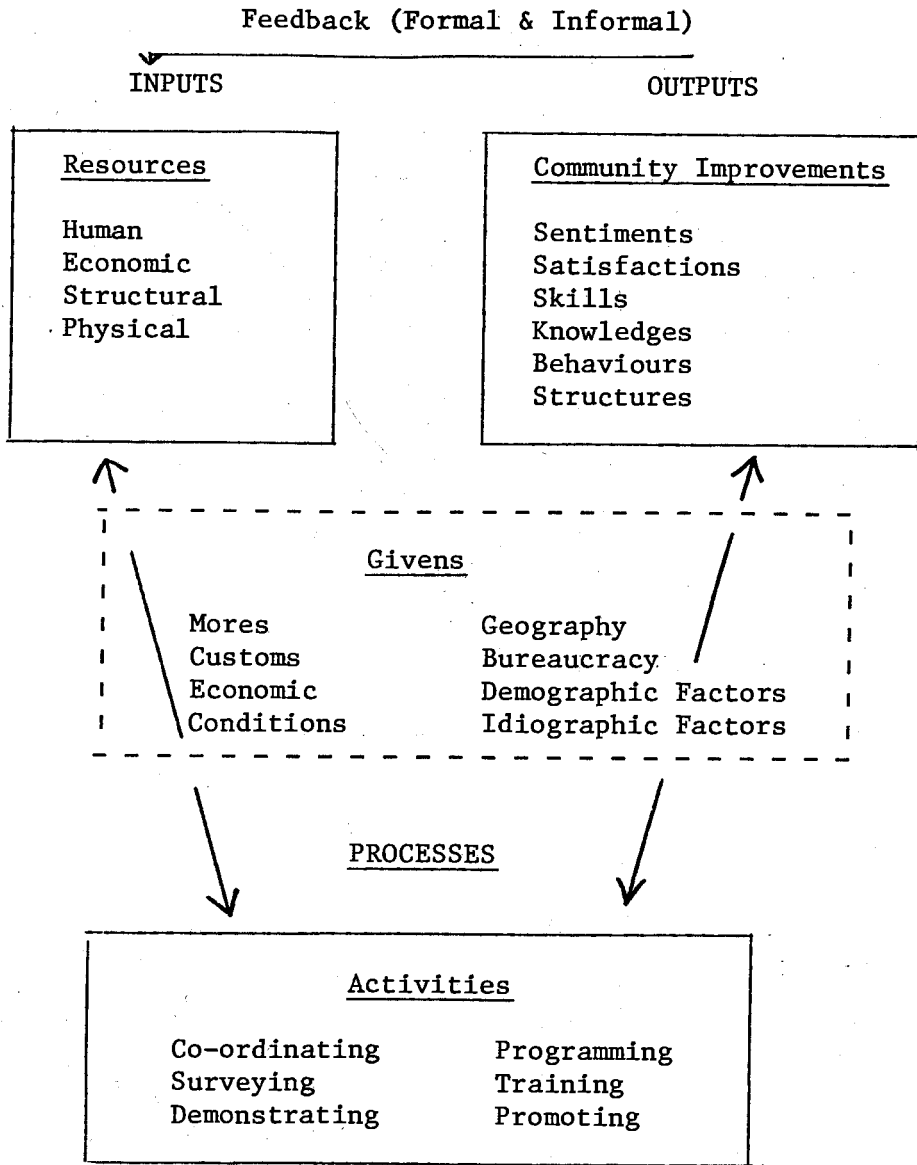


Figure 6
(Seay, 1974, 401)

Minzey and Le Tarte (1979) warned of the danger of models becoming static and therefore unresponsive to differing community needs and circumstances. "Over the years (and generations) the popular model takes on the appearances of law and truth and soon becomes invulnerable to change." (Minzey and Le Tarte, 1979, 59)

g. Curriculum

One of the key components of a community education philosophy is the development of curricula relevant to the needs of the total community. A review of literature suggested that lip service, or at best token involvement, has been given to the development of community-centred curricula.

Many writers (Fantini and Weinstein, 1968, pp. 51-53; Freire, 1972, Chap. 2; Garber, 1974, 29; Melby, 1973, 8; Minzey and Le Tarte, 1972; 128) critically analysed the irrelevancies of what is taught and how it is taught in schools:

With all the talk of new curricula anyone who visits many schools is forced to the conclusion that essentially they differ little from those of a half century ago - that philosophically they accept the theory of the transmission of the culture, that knowledge is power, that those who know what is right will do what is right. (Melby, 1973, 8)

In reviewing our existing curriculum it rapidly becomes evident that, at the very least, educational change and innovation have not kept pace with social change, and that certainly some degree of irrelevancy exists between what is taught and what needs to be taught to successfully cope with living in our modern society. The traditional curriculum has been patched, twisted, added to, and subtracted from, but has not basically changed. (Minzey and Le Tarte, 1972, 128)

Olsen (1972) in an article, "Dare We Develop a Relevant Curriculum?" called for a radical change in the basic purpose and pattern of curriculum... not by tinkering around the edges, not by dropping this subject and adding that unit, but rather by redesigning the whole youth curriculum in a new and relevant way. (Olsen, 1972, 8)

In several instances efforts to establish a community-centred curriculum have foundered because there has not been systematic, long-range planning.

Winecoff (1974, 26) viewed the marked lack of integration between the K-12 program and before and after school programs to be a serious indication that most community programs still operated as supplements to the regular K-12 program. Clark (1978) supported this claim and criticized the reluctance of many so-called community educators to integrate community education principles into the regular K-12 school curriculum. Even though provision has been made in many schools to conduct programs for community members of all ages, "...In most cases these same school systems continue to maintain very conventional and static regular school day programs oriented to "book-learning". (Clark, 1978, 4). Clark went on to ask some significant questions:

1. Why does this paradox continue to exist?
2. Are the principles we profess to be so important in community education not applicable to the learning experiences of children during the day?

Olsen wrote strongly about this same paradox:

The failure to realize the relationship between the two programs often results in not only a weakening in the effectiveness of both programs, but genuine animosity between the two. Often this can result in the elimination of the community education concept. (Olsen, 1972, 8)

Dewey's contention that true education must be based upon life-experiences is one of the chief tenets of community education. However, many community educators have continued to base their curricula upon book-centred, teacher-dominated, cognitive learning.

Despite the tremendous potential, summarized by Dillion (1977, 27) for using community resources in and out of schools, many community educators

have failed to respond to the challenge. According to Garber (1974, 29) school administrators and school board members are often unwilling to share their power with lay people and are consequently reluctant to involve them in curriculum development.

Logsdon (1971, 13) and Penfield (1976, 14) urged community educators to keep the communications channels open so that parents and other community members might better understand the responsibility and benefits of sharing community resources, for at present, in Hager's words, "Parents are one of the most valuable, most available, and most often underutilized community resources." (Hager, 1977, 28) The same observation may be made, in varying degrees, about other community groups.

h. Evaluation

A review of the literature indicated that a major inhibitor to the development of community education is the dearth of evaluation studies undertaken at either local or national levels.

Worthen and Sanders (1973) voiced the opinions of several community educators when they perceived evaluation to be, "...one of the most widely discussed but little used processes in today's education systems". (Worthen and Sanders, 1973, 1) Furthermore that "...only a tiny fraction of the education programs operating at any level have been evaluated in any but the most cursory fashion, if indeed at all." (Worthen and Sanders, 1973, 1).

Writers such as (Carrillo, 1973, 9; Frank, 1974, 27; Hammond, 1972, 231) stressed the need for a systematic approach to evaluation which has become the "problem child of education." (Hammond, 1972, 231)

Greenwood (1977, 457) attributed the general lack of evaluation at the outset of community education programs to be, "...a common feature of

innovations and perhaps the harbinger of their failures." Without evaluation studies community educators have no data to support reasons for initial successes or problems.

Several reasons were given for the general lack of evaluation. Steele (1975, 28) wrote about the "mystique of evaluation" which has tended to intimidate potential evaluators. Stufflebeam (1971) supported and elaborated upon this viewpoint when he enumerated symptoms of what he termed the "evaluation illness:"

1. Avoidance Symptom. Evaluation can be a painful process.
2. Anxiety Symptom. There are many ambiguities in the evaluation process.
3. Immobilization Symptom. Schools have failed to respond to evaluation.
4. Skepticism Symptom. Evaluation cannot be done.
5. Lack of Guidelines Symptom. There are no clear steps to follow in an evaluation study.
6. Misadvice Symptom. Consultants have not given appropriate advice to practitioners.
7. No Significant Difference Symptom. Evaluation will not produce significant results.
8. Missing Elements Symptom. There is no complete evaluation structure to implement. (Stufflebeam, 1971, pp. 4-9)

Minzey and Le Tarte (1979) attributed the lack of evaluation to strong beliefs held by some about the philosophy of community education:

1. An anti-ivory tower syndrome. Measurement is playing into the hands of bureaucrats therefore incompatible with community education principles.
2. Program versus Process. The numbers of programs and participants are important; not studies of programs themselves or their effects on those involved
3. Dramatics of Statistics. Numbers are impressive and tell their own story.

4. Degree of Difficulty. As results can be "felt" there is no need to be involved in collecting data.
5. Partial Definition. Many community educators do not perceive evaluation to be a vital part of community education.
6. Criteria of Decision-Makers. Decision-makers are concerned about money spent on programs rather than on the worth of programs.
7. Instrumentation. Appropriate evaluation instruments are lacking. There are also difficulties in constructing and administering instruments and motivating people to take part in evaluation studies. (Minzey and Le Tarte, 1979, 152)

Minzey and Le Tarte (1979) made general reference to some attempts at evaluation in community education. They claimed that the studies were inaccurate for the following reasons:

1. Disarrays of fragmented statistics.
2. Disagreement as to the relevancy of information received.
3. Faulty instrumentation. Inappropriate variables were being measured to judge the quality of programs. Inaccurate measurements were gained because instrumentation was frequently unreliable and invalid.
4. Unfocussed objectives.

References were made by (Burbach and Decker, 1977, 47; Minzey and Le Tarte, 1979, 154; Welty 1972, 128; and Wood, 1975, 7) to the importance of democratizing the evaluation process so that evaluation would not be specifically within the realms of specialists but would be the responsibility of the entire community.

Santellanes (1975) summarized this position when he wrote:

If community educators sincerely believe in a process orientation, this philosophy must be incorporated into the evaluation process. Tabulations of programs offered and participants enrolled should no longer provide the whole basis for assessing the success or failure of community education. The manner in which community educators work with and involve people should not only be emphasized but also evaluated. Consistent with

this philosophy, community educators must concentrate on the process used in evaluation, as well as the results of such an endeavour. (Santellanes, 1975, 23)

According to (Berridge, 1977, 131; Burbach and Decker, 1977, pp. 14, 17, 23, 57, 1969; Minzey and Le Tarte, 1972, 261; Seay, 1974, 211) there is a grave urgency to determine the worth of community education which is continuing to gain momentum in many parts of the world.

i. Research

As early as 1953 writers were expressing the need for research to determine the nature of problems confronting community schools (Seay and Wilkinson, 1953, 266). However, there was very little evidence to suggest that research has become an integral part of community education development. Van Vorhees (1972, 203) made this point when he criticized the fact that there was a dearth of research to support or deny the effectiveness of community education.

Seay (1974, pp. 389-393) and Van Vorhees (1972, pp. 203-205) suggested that certain deterrents halted research efforts. These included a lack of time, too much emphasis on the practical side of community education, a lack of understanding of the processes involved in community education, and a marked number of instances when community education practices were borrowed from Flint, Michigan, the birthplace of modern community education, and transplanted in other communities.

Frank (1974, 15) drew attention to the fact that, although two national symposiums had already been undertaken in community education, very little research had been published about any one of its components. De Largy (1974, 38) referred to the 1971 symposium conducted by a group of community education leaders to determine what research was needed in community

education. Van Vorhees (1972, pp. 203-205) in an article entitled "Community Education Needs Research for Survival" summarized findings made at that symposium. Identification of specific goals for community education research appeared to be the most pressing need.

According to Decker and Burbach (1974, 47) an evaluation research component should be a vital tool used in every community for measuring the worth of community education programs.

Research in training community educators was investigated at the office of community education at the University of Michigan. Watt and Lisicich (1975, 14) found that almost nothing has been done to "discover and validate those characteristics which constitute effective community educators." Seay (1974) commented upon the fact that colleges and universities have made a negligible contribution in the way of research. Most doctoral dissertations have concentrated upon descriptions of experiences of community educators in the field and

...While such observations are of interest to community educators, they are, nevertheless, observations, and as such, they do not contribute to the research data base in community education. (Seay, 1974, 393)

B. Actual Problems Associated with the Development of Community Education.

Very few references were made in the literature to reports and case studies which researched and/or evaluated actual problems which were perceived to be inhibitors to the development of community education in certain school districts.

1. Reports

During a workshop entitled "The Teacher and Community and Community Education: Professional Concerns" conducted at the University of Oregon in 1975 teachers discussed concerns which seemed to stem from two key

problems:

1. a lack of understanding of the community concept which contributed to a lack of orientation to the role of teacher in a community school, a feeling of being threatened, and consequent suspicion of new programs and resistance to change
2. professional jealousy among teachers resulting in a possessive attitude towards classrooms and a reluctance to employ volunteers. (1975, pp. 10-11)

Teachers also stressed the need for adequate communication in order to avoid the gap which was developing between the leaders or administrators and the implementors - the teachers. In the opinion of teachers, "The leaders are always ahead, not allowing for the implementors to catch up with them." (1975, 9) Another gap was mentioned, that between "... school and the real world." (1975, 5) Teachers were concerned about the current irrelevancies of education and the effects they were having upon students, parents, and citizens.

Scigliano (1978) reported on a United States National Charette about Community Colleges and Community Schools. Actual barriers to implementation and development of community education were cited. These barriers or problems were similar to those portrayed as potential problems in literature. Five major barriers with several sub-headings were recorded in the report:

1. Lack of Commitment and Support for Community Education, especially for Long-Term Programs.
 - a. Lack of common terminology
 - b. Traditional lock-step educational theory and lack of acceptance of the community education concept.
 - c. Lack of understanding of the co-operative concept by administration, faculty and staff.

- d. Inability to articulate and document the advantages of co-operation.

2. Vested Interests

- a. General resistance to change from the traditional mechanisms to new concepts
- b. Fear of loss of power and fragmentation of authority
- c. Mistrust of staff as to quality of instruction
- d. Feelings of ownership of facilities

3. Legislative Mandates

- a. Competition for funds
- b. Funding Formulas: Public Schools Vs. Community Colleges
- c. Accreditation and credentials
- d. Prohibitions and restrictions
- e. Lack of support from higher authorities

4. The Program Itself

- a. Program visibility
- b. Accessibility
- c. Cost of services and programs
- d. Misunderstandings of programs
- e. Lack of relevancy of programs to community needs
- f. Lack of relevancy as seen by program participants
- g. Lack of availability of counselling
- h. Bureaucratic red-tape
- j. Inappropriately trained staff and institution
- k. Institutional discrimination

5. Others

- a. Lack of effective communication by the media misquotes

b. Geographical location of offices

c. Bias and discrimination: administration, staff, public media, etc. (1975, pp. 14-15)

Teachers at the University of Oregon Conference (1975) made similar comments to those concerning barriers 1 and 2, i.e., lack of commitment and support for the community education concept and vested interests.

Hooper (1975-1976) recorded findings from an evaluation study of Metropolitan Public Schools of Nashville Davidson County. Perceived weaknesses and therefore inhibitors to the development of a community education program were summarized from the points of view of participants and administrators. Participants saw the greatest weaknesses to be deficiencies in areas of interest, encouragement, finance, supervision, publicity, evaluation, and organization. Administrators believed that a lack of funds was one of the main weaknesses. Without funding programs could not be extended nor personnel increased. A lack of support, public awareness, leadership from the Central Office down, general program stability, and adequate citizen participation in programs were also considered to be serious weaknesses.

A Study of Components of Exemplary Community Education Programs in Michigan was undertaken in Michigan in 1976. Although the study focussed upon positive accomplishments, it is possible to imagine a host of inhibitors associated with negative counterparts for each component. The most successful programs were those which had citizen involvement, including teenagers, from most segments of the community and whose community school co-ordinator had taken several courses in educational administration. (1976, 15)

Perhaps the most significant study to date was that undertaken by Greenblatt (1977) who examined the anatomy of a community school which, because of serious unchecked problems in the early stages of its development, failed to achieve its goals. Greenblatt spent four months in the Oak View Community School, a pseudonym for an actual school located in the northeast of the United States with a population of 176,000. Oak View had been in operation as a community school since 1971.

During the four-month observation period Greenblatt tried to determine if actual role behaviour of teachers and volunteers in classrooms was compatible with the goals of community education. At the conclusion of the four months all teachers were interviewed by Greenblatt. The interviews served to check the validity of data collected during observations and also provided attitudinal data about certain key issues. Failures included:

1. Innovation as a community school was nominal rather than actual.
2. Few volunteers were encouraged to work in classrooms.
3. Administrators dominated council meeting deliberations.
4. The community teacher's role was no different from that of a teacher in a regular school.
5. Teachers and residents had not been included in the planning stages of the community school.
6. Citizens' unfamiliarity with educational procedures and decision-making in formal organizations was a serious drawback at council meetings.
7. The council had no legitimate authority in the school system. It was therefore unable to effect social change in the school and in the community.
8. A lack of staff participation caused citizens' involvement to wane.

9. Teachers were not adequately trained to work towards goals of the community school.
10. No provision was made in the teacher contract for teachers to participate in community programs.
11. The school system failed to provide institutional support for the community education program on a continuing basis.
12. The supervisor of elementary education in the district had no training in community education. The principal of the community school was accountable to that person.
13. A lack of formative evaluation from the outset of the community school program was a serious omission. (Greenblatt, 1977, pp. 452-457)

The following studies were undertaken to examine three different aspects of community education and their application to community schools.

Ruark (1973) centred a study around learning climate. The main purpose of the study was to determine the difference (if any) of teachers' perceptions of the learning climate of community schools as opposed to that of non-community schools. The two schools selected for the study were Springfield, Ohio and Hamilton, Ohio. The former was organized with the community education concept; the latter was not. Variables used were teachers' ages, training, experience in teaching, and present teaching levels.

Findings revealed that there were no differences in perceptions of learning climate by teachers in either system from the points of view of age, training or experience. There was, however, some difference when teaching levels were taken into consideration.

Jeffrey (1975) compared teachers' acceptance of the community education philosophy in South Michigan. The study focussed upon the degree to which the community education philosophy was accepted by elementary community school teachers as opposed to elementary regular school teachers.

Although teachers who were exposed to community education programs within their own school district tended to be more supportive of the concept

..."it is important to note that both teacher groups consistently demonstrated moderate to strong acceptance of the philosophy." (Jeffrey, 1975, 86)

Guns (1979) conducted a study in an area in which no significant community education research had been done: the integration of community resources into the school curricula. The study was undertaken in the Greater Vancouver area and sought to determine:

1. the differences, if any, between 'regular' schools and community schools in their degree of integration of community resources into the curricula, and
2. the relations between the degree of integration of community resources into the curricula of community schools and certain administrative strategies used to facilitate the integration. (Guns, 1979, 6)

Findings suggested that there was no significant difference between 'regular' schools and community schools in the degree to which community resources were integrated into the curricula. This finding was particularly interesting in view of the fact that one of the specific objectives for community education relates to the use of the total community for the development of the curricula. Furthermore, community school co-ordinators are appointed to community schools to facilitate the integration of community resources into the curricula. Community schools are also recipients of a special budget designated for the implementation of all the components of community education.

In Gun's work the administrative strategies of "participation" and "rewards" were considered by teachers in community schools to be the most effective in implementing the community education concept. Teachers were more inclined to be community school teachers when they were given real involvement in decision-making processes and when the administration

rewarded teachers for integrating community resources into the curricula. Examples of 'rewards' were benefits to teachers such as the possibility of learning a new skill or the possibility for teachers to enhance their education stature or visibility.

One major problem in the development of community education was common to all three studies. Community schools were not significantly different in philosophy and practice from non-community schools. Yet community schools are supposed to be major vehicles for the implementation and development of the community education concept. At this stage the desired unique nature of the community school does not appear to have been realized.

Aitken (1978) conducted a brief evaluation of five community schools in Vancouver. His evaluation report confirmed predictions portrayed in the literature that certain unchecked problems undoubtedly inhibit the development of community education.

Under the heading of "communications" Aitken summarized problems associated with educating people about the community education concept, a lack of liaison between principals and community school co-ordinators, and a lack of response to questions or suggestions from community residents. At one community school 70.6% of the students indicated that they did not have opportunities to make suggestions to the principal or community school co-ordinator about after-school or evening activities.

Other problems were associated with the lack of short and long-range planning for community education development and a lack of training particularly for teachers and volunteers. Aitken noted:

All the community schools have undertaken projects to identify local residents who are interested in serving as volunteer

helpers in the schools. However, none of these schools have been able to place more than a fraction of the total number of "volunteers" identified. Teachers, generally speaking, are not using volunteers in classroom activities. (1978, 47)

Underutilization of community resources, a lack of liaison between school consultative committees and school advisory councils, a lack of role clarification for citizens in school affairs, inappropriate staff selection at times, and a failure to foster community responsibility pupils through service to the community were also considered to be major problems.

2. Case Studies

Evaluation in Community Education

Some attempts have been made by the United States Department of Health, Education, and Welfare to evaluate current trends in the development of community education.

Boyd, (1974-1978) conducted a study using the following objectives:

1. To find out what is actually being done to evaluate the programs of:

State Education Agencies
Local Education Agencies
Institutes of Higher Education

2. To analyse current practices as a basis for planning a system for evaluation of the above - as called for by the Community Schools Act. (Boyd, 1979, 1)

Findings indicated that very few agencies and institutes of higher education were currently evaluating community education programs. In some instances where informal evaluation methods such as observation, conversation, and review of records were used to gather data, goals and objectives of programs had been "slanted" so that evaluation would be easier to do. Such objectives were usually little more than statements of

activities which were expected to be carried out. (Boyd, 1979, 9)

Reasons for the lack of evaluation were attributed to impediments such as:

1. the belief that it was too early to evaluate programs
2. the wide gap which existed between a definition of community education and what programs were actually accomplishing, and
3. conflicting role expectations between the state education and local education authorities.

Inconsistencies between and sometimes within programs, between program "process" and program "outcome" were also considered to be drawbacks to evaluation.

One of the major criticisms of the few evaluation studies being conducted by state and local agencies or institutes of higher education was that there was no real criteria for evaluating community education. "Evaluators" were tending to use anything at all as evaluative criteria.

Further objections raised by study respondents included a lack of long-range planning and inappropriate or unfocussed objectives.

Between 1977 and 1979 a study was conducted by the United States National Community Education Advisory Council. The goals for the study were similar to those used in the previous study conducted by Boyd:

1. To describe the organization and operation of the Local Education Agencies, the State Education Agencies, and the Institutes of Higher Education.
2. To evaluate the impact of the projects at the local, state, and university levels. (Boyd, 1979, 1)

Information and insights were gained by means of discussions with community education leaders and knowledgeable observers. Findings suggested that community education programs were making positive

contributions at every level. However, some major issues or problems, perceived to be inhibitors to the development of community education, were identified during discussions. These were:

1. Definitional Problems. As there was no consensus for a definition of community education, confusion in training personnel and planning and assessing projects was inevitable.
2. Lack of Qualified Leaders
3. Overspecialization. Several respondents believed that there was too much emphasis on training in community education and not enough emphasis on broader training and commitment relevant to local communities.
4. Overemphasis on School-based Models. There appeared to be a need for developing community education models in other places besides schools.
5. Need for Qualitative Measures of Impact. Most respondents indicated a lack of legislative understanding and support of community education.

Davies et al (1978-1979) working with the Institute for Responsive Education in the United States have attempted to determine the degree and effectiveness of citizen participation in educational decision-making. Their findings are applicable to the development of community education. The principal purpose of their research program was to increase understanding of ways in which organizations:

1. have had impact on local decision-making
2. have worked to increase the responsiveness of public institutions (e.g., schools and school systems) to the constituents they serve, and
3. have enhanced the power of minorities and of low-income residents.

The study was particularly concerned about ways in which parents and their community members, especially urban minorities and the poor, participated in decisions that had bearing upon the education of their

children.

Although the researchers discerned widespread, verbal support for citizen participation in educational decision-making, there was evidence to suggest that citizens had rarely been given any real power in decision-making. Several reasons were given for this anomaly:

1. School boards, administrators, and teachers were often reluctant to share their power with parents and community residents.
2. A lack of training prevented school-based personnel from developing effective ways of involving citizens in educational decision-making.
3. Where citizen participation had been implemented, a lack of representativeness persisted:
 - a. many more women than men were involved
 - b. well-educated, middle-class families dominated the scene
 - c. very few youth were participating
 - d. minority group members were markedly under-represented.
4. In the eyes of some citizens, citizen-participation was considered to be costly in terms of sacrifice to income-earning-opportunities and to family commitments.
5. Many citizen-participants, because they did not have a sense of ownership in decision-making, continued to remain powerless and alienated.
6. Several citizens continued to agree that decision-making was the sole prerogative of administrators and school-based personnel.

In summary, the researchers believed that there was little opportunity for citizens to make an impact on educational decision-making. Several reasons were suggested for this prediction:

1. Limited resources, fiscal crises, inflation, and slow growth economy.

2. A malfunctioning of the political system resulting in a lack of trust by the people for the system.
3. An absence of clear social and political consensus to provide guidance for planning and decision-making.

In addition it was believed that citizens' potential power was being lost in such issues as competition among interest groups for "resources", a lack of consensus concerning policy decisions, and the dominance of centralized and bureaucratic management at both government and school-system levels. A lack of cumulative, reliable evaluation studies was also considered to be a major deterrent in determining the worth of school advisory councils and encouraging further citizen-participation.

Davies et al (1979) conducted some case studies which went beyond the gathering of statistics to a fuller appreciation of operational patterns of certain school advisory councils. References were made to positive accomplishments in a few councils. It was noted that the key to success or failure of councils lay predominantly in the degree of collaboration which existed among the council chairperson, the community school co-ordinator, and the principal. In most cases, principals were considered to play the key role, having their own "hidden agendas" and tending to initiate citizen involvement because they wanted an ... "early warning system: for school related problems as they start brewing in the community." (Davies et al, 1979, 43) The principal's key role was illustrated in studies undertaken in Southern Carolina.

School 1

The principal in this school thoroughly dominated school affairs. Hence the council chairperson and community school co-ordinator were powerless to effect change. The role of the council was most unclear and could

be classified as a "non-council." (Davies et al, 1979, 46)

School 2

In the case of this school role descriptions and power distribution had been clearly defined for the principal, the council chairperson, and the community school co-ordinator. Communication systems were open and ..." a co-operative spirit prevailed among team members because the school principal, secure in his own role, showed genuine enthusiasm for the council." (Davies et al, 1979, 46)

School 3

The principal in this school provided a form of non-directive leadership. Provision for election to the council by peer groups had been made so that parents elected parents, teachers elected teachers, and students elected students. A positive school-community relationship was established.

One of the most positive accomplishments of interaction processes among council members was the breaking down of the "language barrier" between education professionals and lay people. As Davies (1979) wisely commented:

This (language barrier) is one source of alienation between schools and communities - the fear and confusion that parents may feel if they run into educational jargon they can't understand - often set up as a deliberate smokescreen by self-protective school personnel. (Davies et al, 1979, 47)

In concluding their observations the researchers noted that it was difficult to assess the "general impact of (council) mandates and establishment." This was because there was "no such thing as a council per se." (Davies et al, 1979, 6)

In the report Citizen Organizations: Citizen Participation in Educational Decision-making, Gittell (1979) examined the politics of power

and powerlessness as they applied to community organizations. From three politically different cities in the United States a sample of sixteen community organizations, most of which represented lower-income groups was chosen for the study. The most active school-oriented groups in each city were selected.

Findings reinforced conclusions which had been drawn in the previous studies conducted for the United States Department of Health, Education and Welfare (1978, 1979) that citizens, particularly those belonging to lower-income groups, have little influence on educational decision-making. Moreover, Gittell claimed that ... "advocates of citizen participation have more reason to despair now than they did ten years ago." (Gittell, 1979, 260). The sixties was a time during which lower-income groups aggressively challenged the power structures. In lower-income communities there is a lack of political-action-directed organizations coupled with frustration or disinterest in school issues. Other findings supported claims that there is an absence of decentralized control in school systems. Effective citizen participation is neither supported nor encouraged.

It was believed that United States Federal, State, and local policies which mandated school organizations and funded community organizations which delivered supplementary educational services to the schools produced serious negative effects. According to Gittell (1970):

The policies have effectively diffused the energies of independently based and self-initiated citizen organizations. (Gittell, 1979, 203)

Such organizations were becoming increasingly dependent upon school professionals for their direction and less involved with pursuing school issues. Lower-income organizations were tending more and more to become

service-oriented in identifying needy clients and seeking to support them. This trend resulted in the majority of lower-income citizens having little or no opportunities to become involved in decision-making which could affect their lives.

Although middle-to-upper income organizations had some influence on school policy, ..."the potential for effective participation was less real than a majority of the organizations perceived it to be." (Gittell, 1979, 261)

Leadership was considered to be a major factor affecting citizen participation. Middle-to-upper organizations had a rotating leadership pattern which provided greater opportunities for citizens to be, at least on some occasions, involved in decision-making. Lower-income organizations tended to promote static leadership roles. It was noted that several middle-to-upper income organizations had developed networks with other organizations and had thereby increased effectiveness by exchanging ideas and resources. Conversely..."mandated organizations were the most isolated, interacting mostly with their mandating institution and not with self-initiated community organizations." (Gittell, 1979, 262)

In conclusion, Gittell reiterated the concern that citizen participation, particularly for lower-income groups and organizations did not look very promising for the future. Recommendations for improvements were centred around the need for changes in strategies, independence from external support such as schools for organization and vice versus, the need for dynamism from within the politics and structure of school systems to make them more decentralized and more accessible to these organizations." (Gittell, 1979, 262). For as was postulated: "Control over school

policy-making is still tightly held and guarded by professional bureaucrats at school headquarters." (Gittell, 1979, 265) This statement was borne out in three cities selected for the study.

C. The Development of Community Education in North Vancouver

During the period 1971-1979 eight community schools were established in the North Vancouver School District. It is maintained by school officials that each school was developed in response to the expressed needs of each community. A short synopsis of the initiation of each community school is presented below. Community school designation dates are indicated in parentheses. All demographic data is drawn from North Vancouver School Board records and Cahill's (1976) study of the community schools in North Vancouver.

Queen Mary Community School (1971)

Queen Mary, the oldest school in the district, consists of a highly transient school population. Several students are from single parent homes or homes in which both parents work. Community school status was achieved in 1971 in an attempt to relieve severe learning problems and to provide a means of integration for the white and Native Indian communities served by the school. School enrolment in 1979-1980 is 296 students.

Burrard View Community School (1973)

Burrard View Community School in the Seymour-Deep Cove area is geographically isolated. Within the community are a mixture of professional people, welfare recipients, and middle-class people. Parents, desirous of participating in programs which could be operated out of the school, provided impetus for the establishment of what became the first self-initiated community school in North Vancouver. School enrolment in 1979-

1980 is 336 students.

Boundary Community School (1975)

Boundary Community School in the Lynn Valley area is characterized by a very traditional middle-class community. In 1974 the appointment of a new principal interested in involving the total community in the operation of the school marked the beginning of a revitalizing era and designation of community school status. School enrolment in 1979-1980 is 364 students.

Maplewood Community School (1975)

Maplewood became a community school in September, 1975. Many apartment dwellers consisting of single parent families or ones in which both parents work form the major part of the school attendance area. Apparently the long history of community involvement at Maplewood formed a strong basis for establishing a community school. School enrolment in 1979-1980 is 365 students.

Westover Community School (1976)

The attendance area for the Westover Community School occupies less than one mile in radius. There are no multiple dwellings or high rise apartments; the community lives in single family homes. The geographical smallness of the area combined with a high degree of parental involvement and evening use of school facilities were strong foundations upon which to build a community school concept. School enrolment in 1979-1980 is 270 students.

Highlands Community School (1976-1977)

The Highlands community comprised of middle and upper middle-class citizens covers a large attendance area. Before community school designation there was already a well-informed actively involved parent

organization in operation. A thorough study to determine the essence of community education and its potential for the Highlands area was undertaken prior to community school designation. School enrolment in 1979-1980 is 295 students.

Lynnmour Community School (1976)

Lynnmour Community School is situated in a densely populated area comprising a transient mixed community which has been deprived of many social and recreation services. A thorough needs assessment was undertaken before Lynnmour Annex was designated as Lynnmour Community School.

Seycove Community School (1979)

Seycove Community School in the Deep Cove area complements Burrard View Community School and is the most recently established community school in the district. Grades seven, eight, and nine are catered for and the student enrolment in 1979-1980 is 288. Since Seycove Community School is not classified as an elementary community school Seycove did not form part of the sample for this study.

School District Policy for Community Education and Community Schools in School District No. 44 (North Vancouver)

The North Vancouver Board of School Trustees endorses the concept of community education and supports and encourages the development of community schools throughout the school district.

Objectives for Community Schools in North Vancouver

Community schools in North Vancouver adhere to the following objectives:

1. the development of an effective organization for community-school involvement

2. the development of a working relationship with private and public agencies
3. the effective utilization of school facilities for all age groups
4. the promotion of volunteer leadership in all phases of the program
5. the use of the total community whenever appropriate as a resource for the development of the curricula.
(Policy 1200)

On May 27, 1974 the School Board adopted Policy 1330 which later became Policy 1200 (see Appendix B).

Key Personnel Associated with Community Schools in North Vancouver

1. Community School Teachers

Community school teachers constitute the largest single group of community educators in community schools. As such they have constant interaction among and influence upon students, staff members, and community members. In North Vancouver there are varying expectations about the role of teachers in community schools.

2. Community School Principals

Perceptions of community school principals' roles vary. Some principals perceive their roles to be the same as those of traditional elementary school principals; others believe that they are expected to provide community leadership and to work closely with the community school co-ordinator in promoting the objectives of community education.

3. Community School Co-ordinators

Community school co-ordinators are the chief facilitators of community education in a community school. Although their roles are developed

according to the uniqueness of each community all community school co-ordinators in North Vancouver, according to Cahill (1976, 56) are concerned with needs assessments for communities, goal setting, planning, personnel supervision, budget and finance, communications, leadership development, curriculum development, and evaluation.

4. District Co-ordinator for Community Schools

District community school co-ordinators' roles vary. Responsibilities include the provision of advice and resources for community education, the election and training of potential community school co-ordinators, the organization of workshops and development of communication processes among community schools, the superintendent, and the School Board.

5. District Superintendent

The superintendent is responsible for all school, community and non-community schools and personnel associated with each, in the North Vancouver School District. He is chief mediator between the School Board, schools and community. He advises the Board on policy decisions and ensures that they are carried out. (Cahill, 1976, 57)

6. School Trustees

Seven members from the North Vancouver School District are elected for a two-year period. They play a major role in decision-making for all schools served by the district.

7. Agencies

Many agencies work in close collaboration with the community schools in attempting to meet the needs of all members of the community. Dick (1979) compiled a booklet entitled "Agency Services of Particular Interest to Schools in North Vancouver." The directory describes each of the

sixty-five agencies in detail and is designed to assist teachers, counsellors, and administrators to locate and benefit from the services available.

8. Community Schools Councils

Each community school has developed a community school council composed of representatives from the school and the community. In addition to the activities of fact-finding about the community, planning, co-ordination and communications, activation of community resources, and evaluation noted by Cox (1974, 30) each community school council is particularly concerned with functions related to defining and solving community problems.

Initial Implementation of Community Education in North Vancouver

Cahill (1976), in her detailed study of community schools in the North Vancouver School District made several observations concerning the initial implementation of community education:

1. Designation of Community Schools

In many respects schools were "community" schools before designated as such. It was anticipated that each community would be a facilitator for meeting the expressed needs of the community.

2. Teaching Styles

A variety of teaching styles, from traditional to innovative open-plan and team teaching styles were evident in community schools.

3. Support

The North Vancouver School Board was committed in principle to the support of community schools. However, some principals and community school co-ordinators believed that the district administration did not

perceive community schools as a priority.

4. Decision-making

Community involvement in decision-making was considered to be a major challenge to the traditional bureaucratic decision-making model.

5. Concept

Teachers and community members demonstrated varying degrees of understanding of and support for the community education concept.

6. Leadership

Leadership philosophy and styles varied among the community schools.

7. Evaluation

Evaluation, according to Cahill (1976, 106) ... "was not seriously considered in the development of community schools in North Vancouver." However, each school had developed some form of evaluative criteria which was implemented according to the policy of the school. There was no formal evaluative criteria at the school district level.

8. Orientation and In-Service

Professional development days, workshops and meetings in varying degrees were used to initiate new personnel or to acquaint those already in the field with different aspects of community development. Cahill (1976, 107) recommended that district administrators and principals be present at in-service activities conducted by each or all of the community schools so that there would be ... "a better understanding of each other's work" and more visible support and encouragement for growth of the community education concept.

9. Programming

During the initial implementation period community school programs were seen by many to be seventy-five per cent adult programs. According to Cahill,

Community schools in North Vancouver have not achieved a total integration of the "optional program" with the core academic curriculum of the school. (Cahill, 1976, 108)

It appeared that, where integration existed, individual teachers had been responsible for taking the initiative. Nevertheless, all community school teachers were encouraged to take part in the "optional" programs and, or use community resources wherever and whenever possible to enrich learning experiences.

10. Summer Programs

Inhibitors to the development of summer community education programs were associated with organization and funding and a lack of available personnel to administer the programs.

11. Community Involvement

The degree and type of community involvement varied from school to school. A review of the literature indicated that community involvement became a major issue in the district in the spring of 1976. At that time, according to Cahill,

Probably the most significant factor thwarting citizen participation, apart from the current structure of the system, was the negative attitude of those directly involved in the educational process, notably the district administration, principals, and teachers in the community schools. (Cahill, 1976, 109)

12. Community Use of School Facilities

The type and degree of community use of school facilities varied from

school to school. Inadequate facilities in some schools limited the extent of community use.

Despite many positive accomplishments of the community schools Cahill (1976) recorded a series of major concerns which were expressed by community school principals and co-ordinators in the development of community education in the district.

Major Concerns of Community School Principals and Co-ordinators Concerning the Development of Community Education in North Vancouver

1. The lack of visible support from school district administrators.
2. The lack of district goals and objectives.
3. The uncertainty of the Board's financial commitment to community schools.
4. The fear that the community school will be co-opted with adult education.
5. The expectations of the (new) District Co-ordinator and his relationships with the co-ordinators.
6. The lack of community school input into interviewing and selection for the positions of District Co-ordinator and community school principals.
7. The lack of community school facilities to carry out some of the extended programs determined by need in the communities as well as to facilitate the delivery of services by agencies.
8. Lack of understanding and acceptance by colleagues.
9. The difficulties in getting principals involved in broadening and strengthening their knowledge about community schools by attending various in-service activities, workshops, etc. organized and conducted by the community schools within the district.
10. The minimal use of community resources to enrich learning experiences in the classroom.
11. The implications of shared decision-making.

12. The lack of adequate feedback from the community.
13. The lack of adequate co-ordination of the work of agencies.
(Cahill, 1976, 115)

Community school teachers expressed concerns which affected them in the development of community education.

Major Concerns of Community School Teachers in North Vancouver

1. Inadequate knowledge of the community education concept.
2. Insufficient orientation to the community school.
3. Uncertainty of the role of the teacher in a community school.
4. Overemphasis on the development of adult programs and a possible de-emphasis on the K-12 program and a neglect of the child.
5. The heavy demands of consensus decision-making.

In addition to these concerns certain major problems were evident during the initial years of community education development in North Vancouver.

These were seen to be:

Major Problems in the Initial Stages of Community Education Development

1. Declining enrolment.
2. The imposition of the community school concept upon Queen Mary School. (There had been no initial staff and community involvement in the Board's decision to designate community school status).
3. The lack of either financial or consultative support for community schools from the Provincial Government.
4. The role conflicts which existed in some community schools between principals and community school co-ordinators.
5. The restricted view adhered to by several community educators of the potential for the community school.
6. Differences of opinion about the concept of community education.
7. The failure of Ridgeway Elementary School to survive as a community school for the following possible reasons:

- (a) Differences of opinion about the community education concept
 - (b) the imposition of community school status without the initial staff and community involvement in decision-making.
8. The lack of initial and continuing staff training in community education.
 9. The "territorial right" demonstrated by some teachers concerning their role in the school and, more specifically, in the classroom.
 10. The "territorial" and "status rights" expressed by some agencies when invited to contribute to the development of community education as:
 - (a) increasing work loads and responsibilities
 - (b) an erosion of power and authority
 - (c) time consuming especially in terms of decision-making by consensus (Cahill, 1976, Chaps. 3-4)

Further Developments in Community Education

During 1977/1978 Dick and a special review committee, at the authorization of the school board, studied existing community school policies and practices in North Vancouver. Returns from questionnaires distributed to three groups: (1) principals, community school coordinators, and teachers, (2) parents and council members, and (3) "others" yielded 56% for the first group and 31% for the other two groups combined. The number of responses to individual items varied because respondents were urged to respond only to questions with which they were familiar. (Community School Review, 1977, 4)

Several recommendations were made as a result of the review (see Appendix C). One recommendation pertaining to the need for a comprehensive evaluation of North Vancouver Community Education and Community Schools

to be undertaken was particularly relevant to this study. (Community School Review, 1977, 3)

Despite a generally favourable response to community schools, certain problems alluded to by Cahill (1976), Aitken (1978), and Gums (1979) were highlighted. These concerned the underutilization of school facilities particularly during weekends and school holidays, underutilization of community resources, both physical and human, a lack of role clarification about the catalytic role of a community school, and a lack of financial support.

Native Indian Education Program

In 1969 the Provincial Government received responsibility for Indian education. At that time federally funded and church-run schools were closed and Indians were absorbed into the public school system. In most cases integration did not occur and there were many instances of racial tension, lack of understanding, and native student drop-outs.

A steering committee composed of Indian leaders, School Board officials, and teachers was established in 1976 to decide how best Native Indian needs could be met. Three priorities were set. There seemed to be a need for the following:

1. an alternative school for Native Indian students who were unable to cope with regular secondary education
2. improvements to be undertaken at Norgate Elementary School so that white and Indian students and school communities could be brought together
3. an appropriate Native Indian curriculum. (North Vancouver Native Indian Education Program, 1977)

Support from the School Board led in 1978 to the opening of Ustlahahn Alternative Secondary School and the creation of a new educational

program and establishment of a parents' committee comprised of white and Indian parents at Norgate Elementary School.

Community School Review

In August 1978 a committee of school trustees and a member of the School Board Administration reviewed current issues pertaining to community schools in North Vancouver. Possible alternatives for future planning were suggested. Four major issues were identified. These were:

1. Consideration and possible revision of existing policy statement to clarify primary purposes of community schools, and future intentions of the Board;
2. Financial commitments involved, and possible alternatives but less costly means of meeting the same objectives in present and/or future community schools;
3. Means of encouraging parent participation in all schools;
4. Review of role of the community school co-ordinator, and consideration of the possibility of the position being filled by non-teaching personnel, or eliminated entirely.

The options considered by the committee for each issue are included in Appendix C.

In January 1979 a statement outlining the four issues and possible alternatives was distributed to community members throughout the school district of North Vancouver. According to the report approximately 425 submissions were received, about 350 of which were signed copies of duplicated statement of opposition to community schools. Another 75 were briefs or letters from individuals and groups, both in favour or in opposition to community schools.

Issues Raised in the Briefs or Discussion

While considerable support exists for the preservation of existing policy and purpose there is opposition concerning the following issues:

1. the financial burdens sustained in operating community schools;
2. the unfairness of some communities having community schools while others do not;
3. the Board's concern about the limitations relative to the operation of community schools in the Public Schools Act.

Recommendations concerning the issues are contained in Appendix D.

This chapter reviewed the literature of community education by focussing upon potential and actual problems associated with the development of community education, and by tracing the historical background to the development of community education in the North Vancouver School District.

CHAPTER III

RESEARCH DESIGN AND METHODOLOGY

The purpose of this study was to identify problems perceived by community school administrators and teachers to be significant inhibitors to the development of community education in the North Vancouver School District. The study focussed upon the following questions:

1. What problems are perceived by administrators to be significant inhibitors to the development of community education in the North Vancouver School District?
2. What problems are perceived by teachers in community schools to be significant inhibitors to the development of community education in that school district?
3. What are the differences between administrators' and community school teachers' perceptions of the problems?
4. Do perceptions differ according to the following demographic characteristics:
 - (a) sex
 - (b) level of formal education attained
 - (c) amount of formal training in community education
 - (d) numbers of community education conferences and workshops attended
 - (e) length of time actively associated with community schools
 - (f) length of time associated with present school
 - (g) grade levels with which presently associated
 - (h) individual community schools

Population

The population for the study consisted of:

1. personnel currently administering community education in elementary community schools in the North Vancouver School District

2. teachers currently teaching in elementary community schools in that school district.

Excluded from this study were administrators and teachers associated with the new secondary community school in Deep Cove. The study focussed upon problems peculiar to elementary community schools for the following reasons:

1. the researcher's field of experience and interest is associated with elementary schools
2. North Vancouver was one of the first school districts in British Columbia to initiate community education in elementary community schools. As these schools have been in operation since 1971 it was believed that those concerned with their operation would be aware of problems inhibiting the development of community education in that school district.
3. it was believed that teachers and administrators in the new secondary community school may not yet have encountered a full range of problems associated with the development of community education.

Sample

The sample consisted of subjects drawn from the following groups:

1. Administrators n = 27
 - (a) Community School Principals n = 7
 - (b) Community School Co-ordinators n = 7
 - (c) School Board Administrators n = 5
 - (d) School Board Trustees n = 8

Normally there are seven school trustees in the North Vancouver School District. As the research was being undertaken during election time both retiring and new school trustees agreed to participate in the study.

2. Teachers n = 114

- (a) Community School Classroom Teachers n = 90
- (b) Specialist Teachers. These included relief, french, music, industrial education, and science teachers, counsellors, learning assistants, and librarians n = 24

As all administrators and teachers currently working in elementary community schools in North Vancouver were chosen for the study possible selection bias was controlled.

Description of the Instruments

Two instruments were used to gather data:

1. an interview schedule
2. a questionnaire

1. The Interview Schedule

The twenty-one items selected for the interview schedule were developed in 1978 by Dr. Gary Pennington of the University of British Columbia in collaboration with Canadian university students and teachers, and Australian community educators. A review of current community education literature and practical community education experiences were the bases upon which the interview schedule was designed. Although all items focussed upon the development of community education, some items related more specifically to problems associated with community education development than others. Using a free-response approach respondents were required to react, from their own experiences, to each item. (see Appendix E)

2. The Questionnaire

The questionnaire used in this study was developed from data obtained from the Pennington Interview Schedule (see Appendix F). Each

questionnaire item focussed upon a particular problem which could be an inhibitor to the development of community education.

The seventy-five item questionnaire was divided into eight categories:

- (a) Community Education Concept
- (b) Community/School Involvement
- (c) Community School Personnel
- (d) Legislation and Government Support
- (e) Process in Community Schools
- (f) Curriculum
- (g) Planning and Policies
- (h) Evaluation and Research

The range of items within categories was from four to eighteen items.

Respondents, using a five-point Likert scale, were required to react to each item. Responses were weighted numerically as follows: strongly agree = 1; agree = 2; undecided = 3; disagree = 4; strongly disagree = 5.

Internal Validity

Campbell and Stanley (1963, pp. 171-246) and Tuckman (1978, pp. 96-101) stressed the importance of internal validity in research design. For this reason both the interview and questionnaire instruments were examined for potential sources of response bias by researchers and community educators working in the field of community education. Subsequently revisions were made to certain items. For example, questionnaire item 22 which originally stated, "Lack of trust, genuine concern, and acceptance between and among groups within the community" was replaced by "Lack of trust, relative to community/school affairs between and among groups

within the community." The second version was considered to be more direct and less ambiguous. Additionally, the researcher field-tested both instruments on community education administrators and teachers who would not form part of the population identified for this study.

Variables

1. Independent Variables

In this study administrators' versus teachers' perceptions of problems which are significant inhibitors to the development of community education were chosen as the independent variables.

2. Dependent Variables

The dependent variables were each of the seventy-five questionnaire items.

3. Moderator Variables

According to Tuckman (1978),

The term moderator variable describes a special type of independent variable, a secondary independent variable selected for study to determine if it affects the relationship between the primary independent variable and the dependent variables. (Tuckman, 1978, 63)

For the purposes of this study the effects of eight moderator variables corresponding to the eight respondent characteristics outlined in the focus of the study were analysed.

Research Approval

A meeting to outline the purposes of the study was arranged with the Superintendent of Schools in North Vancouver prior to conducting the interviews. As a result of the meeting the researcher was granted permission to conduct interviews in the seven elementary community schools.

Collection of Data

1. The Interviews

During the period from February 1979 to June 1979 interviews with six community school principals and seven community school co-ordinators currently employed in the North Vancouver elementary community schools were conducted.

In addition, Dr. Gary Pennington, Faculty of Education, University of British Columbia, and Mr. Jack Stevens, principal of Westview Elementary School, were interviewed. Both Pennington and Stevens have been key figures in the initiation and development of community education at the elementary school and university levels in British Columbia. It was believed that Pennington's and Stevens' perceptions would provide valuable insights into problems currently inhibiting community education development.

All interviewees agreed to have their interviews recorded and used as a basis for research.

During June, July, and August, 1979 interviews were professionally transcribed. Subsequently the researcher checked each tape against the appropriate transcript so that all typing errors might be eliminated. All responses suggesting problems which had been encountered in the development of community education and could be considered as inhibitors to future development were extracted. These problems were then categorized and used as the bases for questionnaire items.

The Questionnaire

Although questionnaire items had been developed from selected administrators' perceptions of problems, it was believed that the study should be expanded to include perceptions of other groups closely associated with

the development of community education. Thus school board personnel and school trustees, because of the responsibilities they have at a school district level, were added to the list of administrators. Community school teachers who play a key role in developing community education on a day-to-day basis in the classroom were also incorporated into this phase of the study. Permission was sought from and granted by the Superintendent of Schools in North Vancouver to distribute the questionnaire to potential respondents. The District Co-ordinator of Community Education and principals of community schools supplied the numbers of staff members, students, and grades for each community school. A list of school board personnel and school trustees was obtained from the secretary to the Superintendent of Schools in North Vancouver. A master list of potential respondents was subsequently compiled.

On December 5, 1979, the researcher personally delivered packages of questionnaire materials to each community school and the School Board Offices. Each package contained:

1. a cover letter explaining the purposes of the study and directions for completing the questionnaire
2. a copy of the questionnaire
3. a self-addressed envelope for the return of the compiled questionnaire.

Returns were to be deposited by December 13 in a sealed box placed in each community school and School Board Office.

On December 17, 1979 the researcher personally collected the returns which totalled fifty-eight per cent or 73 questionnaires. Each questionnaire had been colour, number, and letter coded so that the

researcher would be able to identify non-respondents from the original respondent list. Distribution of responses were as follows:

Table 1
Questionnaire Return Rate to December 17, 1979

Community School Administrators			Community School Teachers		
	No.	%		No.	%
Principals	7	100	Classroom Teachers	42	47
Co-ordinators	6	86	Specialist Teachers	12	50
School Board Administrators	3	60			
School Trustees	3	43			

Follow-up Period

According to Tuckman (1978) "most researchers are unwilling to accept a return of less than 75 to 90 per cent." (Tuckman, 1978, 234)

In review of the return rate for this study the researcher determined to raise the number of total responses to at least 80 per cent. A series of phone calls to community school principals and to the secretary of the Superintendent of Schools resulted in the return of additional questionnaires during the first two weeks of January, 1980.

On January 10 and 28 letters reminding non-respondents of the need to co-operate with the study if it were to be truly representative of the opinions of selected community educators were forwarded to all non-respondents. At the same time thanks were expressed to those who had

completed and returned their questionnaires. February 6 was selected as the final return date.

Results of the Follow-up Period

An additional 22 per cent, or 40 questionnaire returns, were received. The target return-rate of 80 per cent or 113 questionnaires was thus reached. Final distribution of returns was as follows:

Table 2
Questionnaire Return Rate to February 8, 1980

Community School Administrators	No.	%	Community School Teachers	No.	%
Principals	7	100	Classroom Teachers	72	80
Co-ordinators	7	100	Specialist Teachers	15	63
School Board Administrators	4	80			
School Trustees	8	100			

Preliminary Data Analysis

Preliminary data analysis was undertaken so that the researcher could determine which of the seventy-five questionnaire items were perceived by the total study sample to be key problems. Inspection of the data resulted in the identification of forty-two key problems which were selected for further analysis.

Data Analysis

The primary tools for analysis in this study were crossbreaks and chi squares.

Kerlinger (1965) described the crossbreak as "...a numerical tabular presentation of data usually in frequency or percentage form." (Kerlinger, 1965, 625). Crossbreaks, Kerlinger believes, "...by conveniently juxtaposing research variables, enable the researcher to determine the nature of the relations between variables." (Kerlinger, 1965, 626). Furthermore he contended that crossbreaks, although used for the analysis of any kind of data, are strongly recommended for use with nominal data particularly of a dichotomous nature. Chi-square analysis can also be conveniently applied to crossbreak tables.

For these reasons several crossbreaks and chi squares were calculated to identify differences between administrators' and teachers' perceptions of problems inhibiting the development of community education. In addition, crossbreaks and chi squares were used to determine differences among the four administrative groups: principals, community school coordinators, school board administrators, and school trustees. The demographic variables were also examined as they related to the dependent variables used in the study.

Because of the very large number of cells involved in data analysis the five-point Likert scale was collapsed to a three-point scale. Responses were weighted numerically from 2 to 4; agree = 2; 3 = undecided; 4=disagree. Some of the demographic variables were also collapsed so that data analysis might be facilitated.

Limitations of Data Analysis

Two limitations were encountered during data analyses. These related to comparisons between:

1. classroom teachers' and specialist teachers' perceptions of problems, and
2. administrators' and teachers' perceptions controlling for demographic variables.

Neither analysis was possible for the following reasons:

Many of the resulting cells were either:

- a. too small in number (n)
- b. too small in terms of the number of cells.

This occurred because of:

- a. the rather large number of specialist teachers who did not respond to the questionnaire
- b. the rather large number of significant demographic variables
- c. the rather small (n) that occurs when so many variables are controlled.

For these reasons comparisons between both teacher groups were not undertaken and demographic variables were examined as they related to the dependent variables for the total population.

According to Tuckman (1978, 231) the .05 level of significance is usually selected as an acceptable level of probability. For this reason the .05 level was adopted for all of the chi square calculations.

All data were analysed by means of the Computer Centre facilities at Simon Fraser University. The SPSS computer program (Statistical Package for the Social Sciences) was used for data analysis.

This chapter has provided a review of the purpose of this study, a description of the sample upon which the study was focussed, a description of the data-gathering instruments, methods of collecting the data, and means of data analysis.

Summary of Data Collection and Analysis

Step 1	Administration of interviews
Step 2	Distribution and collection of questionnaires
Step 3	Preliminary analysis of data (frequency and percentage univariate display)
Step 4	Identification of key problems through inspection of data analysis.
Step 5	Analysis of administrators' perceptions of key problems (crossbreaks and chi squares)
Step 6	Analysis of teachers' perceptions of key problems. (crossbreaks and chi squares)
Step 7	Analysis of differences between administrators' and teachers' perceptions of key problems (crossbreaks and chi squares)
Step 8	Analysis of demographic variables and dependent variables for total population. (crossbreaks and chi squares)

Figure 7

CHAPTER IV

PRESENTATION AND ANALYSIS OF THE DATA

This study focussed upon the following questions:

1. What problems are perceived by administrators to be significant inhibitors to the development of community education in the North Vancouver School District?
2. What problems are perceived by teachers in community schools to be significant inhibitors to the development of community education in that school district?
3. What are the differences between administrators' and community school teachers' perceptions of the problems?
4. Do perceptions differ according to certain demographic respondent characteristics?

Preliminary data analysis was undertaken so that a general perception of problems by the total sample might be ascertained. After rank ordering responses for the entire questionnaire (see Table 3) problems which were perceived to be most critical were selected for detailed analysis. Comparisons among groups were made by using crossbreaks and chi square analysis. Results of the analysis are presented in the following tables and in Appendices G-J.

Table 3

Rank Order by all Respondents for Entire Questionnaire

Questionnaire Items	A %	UN %	D ^a %	n
1 #42 attitude	78	21	2	107
2 #44 funding - local initiatives	76	20	3	102
3 #43 funding - research	73	22	5	107
4 #41 legislation	71	25	4	108
5 #45 centralization	63	26	11	103
6 # 8 understanding - government	61	29	10	103
6 #75 research	61	27	12	107
7 #72 evaluation	59	17	24	105
8 #17 dedication - government	58	33	10	104
9 #25 senior citizens	56	15	29	106
10 #66 long-range planning	53	19	28	106
10 #67 stand - school board	53	18	28	105
11 #20 consensus - community schools	52	12	35	107
11 #63 initial planning	52	26	22	105
11 #37 training	52	18	30	106
12 #40 overextension - personnel	50	23	27	106
12 #58 curriculum models	50	25	26	106
13 #47 power	47	25	29	105

Questionnaire Items	A %	UN %	D ^a %	n
14 #57 resources	46	20	34	105
15 #29 transience	45	20	35	107
21 # 1 understanding - parents	43	13	44	107
22 #30 lifestyles	42	22	36	105
22 #34 role - teachers	42	12	46	108
23 #50 pressure groups	40	14	46	106
23 #69 desire for community schools	40	26	34	105
24 # 5 understanding - community	38	21	41	103
25 #38 support - central office	37	22	42	106
26 #32 confidence - public	36	16	48	107
27 # 2 understanding - teachers	35	11	54	106
27 #16 dedication - school board	35	33	33	104
27 #24 community participation	35	17	49	107
27 #65 frames of reference	35	32	34	104
28 #31 volunteers	34	11	55	106
29 #15 dedication - trustees	33	36	31	103
29 #21 differences - community/non community schools	33	10	57	108

Questionnaire Items	A %	UN %	D ^a %	n
30 # 6 understanding - trustees	32	32	37	104
30 #19 implementation	32	24	44	105
30 #56 curriculum integration	32	20	48	103
30 #70 universities - initiatives	32	48	20	105
31 # 9 understanding - universities	31	53	17	101
31 #14 dedication - community	31	27	43	105
31 #33 role - principals	31	13	56	107
31 # 7 understanding - school board	31	26	43	103
31 #18 dedication - universities	31	56	13	100
32 #59 core curriculum	30	31	38	102
32 #71 consultative services	30	40	31	105
33 #10 dedication - parents	29	16	55	106
33 #23 parental participation	29	11	60	108
33 #28 economically disadvantaged	29	26	45	102
34 #62 traditional curriculum content	28	15	57	96
35 #11 dedication -- teachers	27	15	58	107
35 #48 networks - resources	27	23	51	105

Continuation Table 3

Questionnaire Items	A %	UN %	D ^a %	n
36 #68 declining enrolments	26	21	52	105
37 #73 evaluation models/ studies	25	43	33	106
37 #22 trust	25	33	43	105
37 #27 ethnic minorities	25	22	52	103
37 #54 council - repre- sentatives	25	14	61	105
37 #55 professional language	25	29	47	105
38 # 3 understanding - principals	24	15	61	103
39 #36 role - volunteers	23	17	60	105
39 #74 community needs	23	31	47	105
40 #26 school-age students	22	18	60	104
40 #35 role - co-ordinators	22	11	66	107
40 #49 communication	22	17	61	105
41 #51 leadership - implementation	21	15	65	107
42 #61 competition	20	27	54	101
43 #12 dedication - principals	19	14	67	105
44 #46 decision - making	18	10	72	106
44 #60 specialization	18	41	42	101
45 #39 traditional teaching methods	17	31	53	101
46 # 4 understanding - agency workers	15	39	46	104

Questionnaire Items	A %	UN %	D ^a %	n
47 #64 community education models	14	53	33	99
48 #52 leadership roles	13	10	76	106
49 #13 dedication - agency workers	12	39	49	104
50 #53 personal advocacy	11	28	61	103

Note. Percentages in this table have been rounded off to the nearest whole number.

^a A = Agree; UN= undecided; D= disagree

Table 4

Rank Order for Problems Perceived by the Total Population to be the Most Significant Inhibitors to the Development of Community Education

Questionnaire Items	A %	UN %	D ^a %	n n
1. ^b #42 attitude	78	21	2	107
2. #44 funding- local initiatives	76	20	3	102
3. #43 funding-research	73	22	5	107
4. #41 legislation	71	25	4	108
5. #45 centralization	63	26	11	103
6. #8 understanding-government	61	29	10	103
6. #75 research	61	27	12	107
7. #72 evaluation	59	17	24	105
8. #17 dedication - government	58	33	10	104
9. #25 senior citizens	56	15	29	106
10. #66 long range planning	53	19	28	106
10. #67 neutral stand	53	18	28	105
11. #20 consensus - community schools	52	12	35	107
11. #63 initial planning	52	26	22	105
11. #37 training	52	18	30	106
12. #40 overextension-personnel	50	23	27	106
12. #58 curriculum models	50	25	26	106
13. #47 power	47	25	29	105
14. #57 resources	46	20	34	105
15. #29 transience	45	20	35	107
16. #1 understanding - parents	43	13	44	107
17. #30 lifestyles	42	22	36	105
18. #69 desire for community schools	40	26	34	105

Note: All percentages in this table and in subsequent tables have been rounded off to the nearest whole number.

a. A = agree; UN = undecided; D^a = disagree

b. The numbers in this table and in subsequent tables refer to rank order for entire questionnaire (see Table 3)

Table 4 indicates that twenty-three problems perceived to be significant inhibitors to the development of community education were identified by the total sample. These problems related to legislation and government support (rank order 1-5), the community education concept (rank order 6, 8, 11, 16), evaluation and research (rank order 6, 7), community/school involvement (rank order 4, 15, 17), community school personnel (rank order 11, 12), process in community schools (rank order 13), curriculum (rank order 12, 14), planning and policies (rank order 10, 10, 11, 18). Legislation and government support was identified as being the most serious problem-area. An additional nineteen items (see Table 5) were included by the researcher for detailed analysis. Seventeen of these items referred to the community education concept; the remaining two to evaluation and research. These items were included for the following reasons:

- a. a large percentage of respondents either agreed that these items constituted major problems for community education or were undecided in their opinions. The researcher was interested to determine if results were similar when items were analysed according to the different variables
- b. the literature of community education suggested that the problems associated with the community education concept and the lack of evaluation and research can be the most critical inhibitors to the development of community education.

Table 5

Problems Selected by the Researcher for Further Detailed Analysis

Questionnaire Items	A %	UN %	D %	n
^a 24. #5 understanding - community	38	21	41	103
27. #2 understanding - teachers	35	11	54	106
27. #16 dedication - school board	35	33	33	104
29. #15 dedication - trustees	33	36	31	103
29. #21 differences - community/ non-community schools	33	10	57	108
30. #6 understanding - trustees	32	32	37	104
30. #19 implementation - community education	32	24	44	105
31. #9 understanding - universities	31	53	17	101
31. #14 dedication - community	31	27	43	105
31. #7 understanding - school board	31	26	43	103
31. #18 dedication - universities	31	56	13	100
33. #10 dedication - parents	29	16	55	106
35. #11 dedication - teachers	27	15	58	107
37. #73 evaluation models/studies	25	43	33	106
38. #3 understanding - principals	24	15	61	103
39. #74 community needs	23	31	47	105
43. #12 dedication - principals	19	14	67	105
46. #4 understanding - agency workers	15	39	46	104
49. #13 dedication - agency workers	12	39	49	104

a. Numbers refer to rank ordering for entire questionnaire (see Table 3)

Analysis of Research Questions

Question 1

Question 1 focussed upon administrators' perceptions of the most critical problems currently inhibiting the development of community education in North Vancouver. The five succeeding tables summarize responses according to the following administrative groups' perceptions.

Table 6 : principals

Table 7 : community school co-ordinators

Table 8 : school trustees

Table 9 : school board authorities

Table 10 : administrators as a total group

Table 6

Rank Order of Principals Perceptions of Most Critical Problems

Questionnaire Items	A %	UN %	D %	n
6 #8 understanding - government	100			7
27 #16 school board administrators - dedication	100			7
8 #17 government - dedication	100			7
4 #41 legislation	100			7
1 #42 attitude	100			7
3 #43 funding - research	100			7
2 #44 funding - local initiatives	100			7
13 # 7 school board administrators- understanding	100			7

Principals unanimously agreed that the greatest restraints to community education development are imposed by the lack of understanding of and dedication to the community education concept demonstrated by school board administrators and provincial government personnel. Considered to be of equal magnitude are problems arising from the lack of legislation and the lack of monetary support for research and local initiatives in community schools.

Table 7

Rank Order of Community School Co-ordinators' Perceptions of Most Critical Problems

Questionnaire Items	A %	UN %	D %	n
8 #17 government - dedication	100			6
12 #40 overextension - community school personnel	86		14	7
4 #41 legislation	86	14		7
1 #42 attitude	86	14		7
3 #43 funding - research	86	14		7
2 #44 funding - local initiatives	86	14		7
11 #63 initial planning	86	14		7
10 #66 long-range planning	86	14		7
6 #75 research	86	14		7

Although community school co-ordinators perceived a range of problems to be critical, the majority of problems identified are those relating to

legislation and government support. Respondents considered the government's lack of dedication to community education to be the most serious problem. The overextension of dedicated community education personnel and problems connected with planning and research were also considered to be dominant drawbacks. Generally speaking community school co-ordinators were not as unanimous in their perceptions of problems as were principals.

Table 8

Rank Order of School Trustees' Perceptions of Most Critical Problems

Questionnaire Items	A %	UN %	D %	n
4 #41 legislation	86		14	7
1 #42 attitude	86		14	7
3 #43 funding - research	86		14	7
2 #44 funding - local initiatives	86		14	7
13 #47 power	86		14	7
8 #17 dedication - government	86		14	6

School trustees perceived problems associated with legislation and government support to be most noteworthy. The reluctance of bureaucracies to relinquish their power to community schools and the provincial government's lack of dedication to community education were also considered to be critical.

Table 9

Rank Order for School Board Administrators' Perceptions of Most Critical Problems

Questionnaire Items	A %	UN %	D %	n
21 #1 understanding - parents	100			4
29 #21 differences - community/ non-community schools	100			4
4 #41 legislation	100			4
1 #42 attitude	100			4
11 #63 initial planning	100			4
23 #69 desire - community schools	100			4
7 #72 evaluation	100			4
6 #75 research	100			4

Although school board administrators were unanimous in identifying certain problems, it is important to note that there were only four respondents in this group. Results must therefore be examined against this background. A variety of key problems from four different categories were selected as being the most significant inhibitors to the development of community education. These included problems relating to:

A. Concept

- a. parents lack of understanding about the community education concept (item 17)
- b. the lack of significant differences between community and non-community schools (item 21)

D. Legislation and Government Support

- a. the lack of specific legislation for community schools (item 41)
- b. non-committal attitudes towards community schools by the Ministry of Education (item 42)

G. Planning and Policies

- a. the lack of initial planning and joint responsibility for community education (item 63)
- b. the lack of genuine desire for community schools (item 69)

H. Evaluation and Research

- a. the lack of formative and summative evaluation to determine the worth of community education and community schools (item 72)
- b. the lack of adequate research on the outcomes of community schools (item 75)

Table 10.

Rank Order of Administrators' Perceptions of Most Critical Problems

Questionnaire Items	A %	UN %	D %	n
4 #41 legislation	92	4	4	25
1 #42 attitude	92	4	4	25
8 #17 dedication - government	91	4	4	23
2 #44 funding - local initiatives	88	8	4	24
3 #43 funding - research	84	8	8	25
6 #75 research	83	8	8	24
6 #8 understanding - government	79	8	13	24

Table 10 shows that administrators as a total group indicated a high degree of consensus toward the most critical problems. The lack of legislation and government support was identified as being the source of several serious problems. Administrators also perceived the provincial government's lack of understanding of the community education concept and the lack of adequate research to be further inhibitors to the development of community education.

Question 2

Question 2 focussed upon community teachers' perceptions of the most critical problems currently inhibiting the development of community education in North Vancouver. Table 11 summarizes the teachers' responses.

Table 11

Rank Order of Teachers' Perceptions of Most Critical Problems

Questionnaire Items	A %	UN %	D %	n
1 #42 attitude	73	26	1	80
2 #44 funding - local initiatives	71	26	3	76
3 #43 funding - research	69	28	4	80
4 #41 legislation	64	32	4	76
5 #45 centralization	59	34	7	76
7 #72 evaluation	58	18	24	79

Teachers did not demonstrate a high degree of consensus in their responses. Teachers generally perceived that the most significant inhibitors to the development of community education are problems related to legislation

and government support. However, between twenty-six and thirty-four per cent of respondents indicated that they were undecided about the implications of items 42, 43, and 45. The lack of formative and summative evaluation undertaken since the inception of community schools was considered to be a major problem.

Question 3

Question 3 asked, "What are the differences between administrators' and community school teachers' perceptions of the problems?" In view of the crucial nature of this question administrators' and teachers' perceptions for the twenty-three most significant inhibitors to the development of community education plus the nineteen problems selected by the researcher for further analysis were investigated. Perceptions were analysed according to the categories of the questionnaire:

- A. Community education concept
- B. Community/school involvement
- C. Community school personnel
- D. Legislation and government support
- E. Process in community schools
- F. Curriculum
- G. Planning and policies
- H. Evaluation and research

A. Community Education Concept

Table 12

a. Teachers' and Administrators' Perceptions of Problems Relating to Understanding of Community Education Concept as Demonstrated by Various Groups

Questionnaire Items	A %	UN %	D %	n	χ^2	p	df
#1 Parents							
Teachers	40	16	44	81			
Administrators	54	4	42	23	2.92175	> .05	2
#2 Teachers							
Teachers	27	13	61	79			
Administrators	56	8	36	25	7.36457	* < .05	2
#3 Principals							
Teachers	16	14	70	77			
Administrators	46	17	38	24	10.54479	* < .05	2
#4 Agency Workers							
Teachers	13	43	44	77			
Administrators	16	28	56	25	1.74971	> .05	2
#5 Community Members							
Teachers	37	24	40	76			
Administrators	48	16	36	25	1.16011	> .05	2
#6 School Trustees							
Teachers	33	39	29	77			
Administrators	24	12	64	25	11.04395	* < .05	2
#7 School Board Administrators							
Teachers	23	34	43	77			
Administrators	50	4	46	24	10.40008	* < .05	2
#8 Provincial Government							
Teachers	55	36	9	77			
Administrators	79	8	13	24	6.89117	< .05	2
#9 University Faculties							
Teachers	24	59	17	75			
Administrators	46	38	17	24	4.48510	> .05	2

*p < .01

A. Community Education Concept

a. Understanding

Table 12 indicates that on items 2, 3, 6, 7 and 8 statistically significant differences were revealed between teachers' and administrators' perceptions of problems. Administrators perceived teachers to be lacking in understanding of the community education concept (item 2). Administrators also indicated that they as a group do not understand the concept; teachers disagreed with this point of view (item 3). Teachers were ambivalent about their perceptions of school trustees but over sixty per cent of administrators did not perceive trustees to be lacking in understanding on this issue. (item 6). A small majority of teachers disagreed that school board administrators are wanting in this respect; administrators tended to express the opposite opinion (item 7). Administrators tended to agree that university faculties demonstrate a lack of understanding about the concept; over fifty per cent of teachers indicated "undecided" on this matter (item 8). Parents were perceived by administrators to be lacking in understanding and, although forty per cent of teachers were in agreement, forty-four per cent of respondents expressed disagreement (item 1). Administrators indicated that agency workers understand the concept but teachers were divided between "undecided" and "disagree" upon this issue (item 4). While the majority of administrators agreed and the majority of teachers disagreed that there are problems associated with community members (item 5), there was a very small margin between both sets of responses.

Table 13

b. Teachers' and Administrators' Perceptions of Problems Relating to Dedication to the Community Education Concept as Demonstrated by Various Groups

Questionnaire Items	A %	UN %	D %	n	χ^2	p	df
#10 Parents							
Teachers	27	19	54	81			
Administrators	30	9	61	23	1.26402	> .05	2
#11 Teachers							
Teachers	22	15	63	81			
Administrators	38	17	46	24	2.64225	> .05	2
#12 Principals							
Teachers	15	17	69	79			
Administrators	29	4	67	24	4.00235	> .05	2
#13 Agency Workers							
Teachers	12	44	46	78			
Administrators	8	25	67	24	3.53572	> .05	2
#14 Community Members							
Teachers	27	30	43	79			
Administrators	42	13	46	24	3.66948	> .05	2
#15 School Trustees							
Teachers	35	45	21	78			
Administrators	26	9	65	23	18.30640	* < .05	2
#16 School Board Administrators							
Teachers	26	41	33	78			
Administrators	58	8	33	24	11.76923	* < .05	2
#17 Provincial Government							
Teachers	48	42	10	79			
Administrators	41	4	4	23	13.90726	* < .05	2
#18 University Faculties							
Teachers	24	62	15	76			
Administrators	55	36	9	22	7.65421	> .05	2

b. Dedication

Table 13 reveals that teachers' and administrators' perceptions were generally more in accord than was indicated in the previous section. However, responses to items 15, 16, and 17 were found to be significantly different. Over sixty-five per cent of administrators disagreed that trustees lack dedication to the community education concept; almost fifty per cent of teachers were "undecided" while thirty five per cent agreed that trustees are at fault in this regard (item 15). Administrators indicated a lack of dedication on the part of school board administrators; the majority of teachers were undecided about this issue (item 16). A very high majority (91 per cent) of administrators perceived the provincial government to lack dedication, but teachers were divided between "agree" and "undecided" in their responses. Teachers and administrators generally disagreed that parents, teachers, principals, agency workers, and community members are lacking in dedication (items 10 through 14). However, between thirty-eight and forty-two per cent of administrators perceived teachers and community members to be barriers in this regard while forty-four per cent of teachers were undecided about the position of agency workers (item 13). Most teachers were undecided about university faculties but administrators tended to agree that this group fails to demonstrate dedication to the community education concept (item 18).

Table 14

c. Teachers' and Administrators' Perceptions of Problems Relating to Particular Aspects of the Community Education Concept.

Questionnaire Items	A %	UN %	D %	n	χ^2	p	df
#19 Implementation							
Teachers	30	30	40	80			
Administrators	35	4	61	23	6.71681	< .05	2
#20 Consensus							
Teachers	51	14	36	81			
Administrators	54	13	33	24	0.9359	> .05	2
#21 Differences - Community/non Community schools							
Teachers	32	7	61	82			
Administrators	33	21	46	24	4.02352	> .05	2

c. Particular Aspects of the Community Education Concept

Table 14 shows that teachers' and administrators' perceptions were similar for items 20 and 21. The lack of consensus about what constitutes a community school was generally perceived to be a problem and, although the majority of respondents did not consider the lack of significant differences between community and non-community schools to be a problem (item 21), over thirty per cent of respondents indicated the opposite point of view. Responses for item 19: hasty implementation of the community education concept indicated statistically significant differences. Teachers tended to be ambivalent in their perceptions; administrators generally disagreed that item 19 constitutes a problem.

B. Community School Involvement

Table 15

Teachers' and Administrators' Perceptions of Problems Relating to Community/School Involvement

Questionnaire Items	A %	UN %	D %	n	χ^2	p	df
#25 senior citizens							
Teachers	56	15	29	80	0.09524	> .05	2
Administrators	58	15	29	24			
#29 transience							
Teachers	48	21	31	81	1.84205	> .05	2
Administrators	38	17	46	24			
#30 lifestyles							
Teachers	42	22	37	79	11.16723	* < .05	2
Administrators	46	21	33	24			

*p < .01

B. Community School Involvement

There was consensus for items 25 and 30. Both teachers and administrators indicated that senior citizens do not have opportunities for making significant contributions to community education (item 25). The variance of lifestyles in communities is considered to be a limiting factor. Most teachers and almost forty per cent of administrators agreed that the transience of families living in school districts creates problems for community educators; the majority of administrators disagreed with this

point of view (item 29).

C. Community School Personnel

Table 16

Teachers' and Administrators' Perceptions of Problems Relating to Community School Personnel

Questionnaire Items	A %	UN %	D %	n	χ^2	p	df
# 37 training							
Teachers	49	20	31	80			
Administrators	63	8	29	24	2.15011	>.05	2
# 40 overextension - community school personnel							
Teachers	48	26	26				
Administrators	58	8	33		3.43012	>.05	2

C. Community School Personnel

The majority of teachers and administrators perceived the lack of preliminary and on-going in-service training for community school personnel (item 37) and the overextension of dedicated community school personnel (item 40) to be significant problems.

D. Legislation and Government Support

Table 17

Teachers' and Administrators' Perceptions of Problems Relating to
Legislation and Government Support

Questionnaire Items	A %	UN %	D %	n	χ^2	p	df
#41 legislation							
Teachers	64	32	4	81			
Administrators	92	4	4	25	8.01304	< .05	2
#42 attitude							
Teachers	73	26	1	80			
Administrators	92	4	4	25	6.19571	< .05	2
#43 funding - research							
Teachers	69	28	4	80			
Administrators	84	8	8	25	4.50326	> .05	2
#44 funding - local initiatives							
Teachers	71	26	3	76			
Administrators	88	8	4	24	3.48219	> .05	2
#45 centralization							
Teachers	59	34	7	76			
Administrators	76	4	20	25	10.68176	* < .05	2

* $p < .01$

D. Legislation and Government Support

Both teachers and administrators indicated that problems relating to legislation and government support are the most significant inhibitors to the development of community education. For each of the items 40 through 45 administrators' responses revealed a greater degree of agreement than did teachers' responses. Between twenty-six and thirty-four per cent of teachers were undecided about each of the items in this category. Significant differences between teachers' and administrators' perceptions of problems were revealed in items 41, 42 and 45.

E. Process in Community Schools

Table 18

Teachers' and Administrators' Perceptions of Problems Relating to Process in Community Schools

Questionnaire Items	A %	UN %	D %	n	χ^2	p	df
#47 Power							
Teachers	41	33	26	78			
Administrators	60		40	25	11.16723	* < .05	2

*p < .01

E. Process in Community Schools

Item 47, the reluctance of the bureaucracies to relinquish their power to community schools, was the only item in this section considered by teachers and administrators to be a significant problem. Administrators (sixty per cent) were more in agreement than teachers (forty per cent) on this issue.

F. Curriculum

Table 19

Teachers' and Administrators' Perceptions of Problems Relating to Curriculum

Questionnaire Items	A %	UN %	D %	n	χ^2	p	df
#57 community resources							
Teachers	44	19	37	78	1.59920	>.05	2
Administrators	56	20	24	25			
#58 community-centred curriculum models							
Teachers	46	28	26	79	3.32309	>.05	2
Administrators	64	12	24	25			

F. Curriculum

There was general consensus between both groups that community resources are underutilized (item 57) and that there is a lack of understanding and awareness concerning the potential of community-centred curriculum models (item 58). On each item administrators indicated stronger agreement than did teachers.

G. Planning and Policies

Table 20

Teachers' and Administrators' Perceptions of Problems Relating to Planning and Policies

Questionnaire Items	A %	UN %	D %	n	χ^2	p	df
#63 initial planning/joint responsibility							
Teachers	48	29	23	79	2.62076	>.05	2
Administrators	67	17	17	24			
#66 long-range planning							
Teachers	48	23	30	80	4.38389	>.05	2
Administrators	71	8	21	24			
#67 stand - district school administrators							
Teachers	48	22	30	79	4.11215	>.05	2
Administrators	71	8	21	24			
#69 desire - community schools							
Teachers	35	29	35	79	2.11586	>.05	2
Administrators	50	17	33	24			

G. Planning and Policies

Administrators and teachers revealed similar perceptions about problems associated with lack of initial planning and joint responsibility for community education (item 63), the lack of long-range planning (item 66), and the neutral stand taken by district school administrators (item 67). On each

item a considerably larger number of administrators than teachers agreed that there are problems in these areas. Fifty per cent of administrators perceived the lack of genuine desire for community schools (item 69) to be a significant inhibitor to community education development. Thirty-five per cent of teachers indicated "agree" or "undecided" for this item.

H. Evaluation and Research

Table 21

Teachers' and Administrators' Perceptions of Problems Relating to Evaluation and Research

Questionnaire Items	A %	UN %	D %	n	χ^2	p	df
#72 evaluation							
Teachers	58	18	24	79			
Administrators	63	13	25	24	0.36764	>.05	2
#73 evaluation studies							
Teachers	23	48	30	80			
Administrators	33	25	42	24	3.84438	>.05	2
#74 community needs							
Teachers	20	31	49	80			
Administrators	35	26	39	23	2.18830	>.05	2
#75 research							
Teachers	53	33	14	81			
Administrators	83	8	8	24	2.15011	>.05	2

H. Evaluation and Research

The lack of formative and summative evaluation to determine the worth of community schools (item 72) and the lack of adequate research (item 75) were considered to be the most crucial problem areas by both teachers and administrators. Over thirty per cent more administrators than teachers perceived item 75 to be a significant problem. Opinions were divided for items 73 and 74 the failure to learn from evaluation studies and models and the failure to meet community needs. The majority of teachers indicated "disagree". Both groups did not perceive item 74 to be a serious problem. Nevertheless, thirty-five per cent of administrators were of the opinion that community needs are not being adequately met.

Question 4

Question 4 focussed upon the relationships between perceptions by the total sample of the most critical problems inhibiting the development of community education and the following demographic variables:

- a. sex
- b. level of formal education attained
- c. amount of formal training in community education
- d. numbers of community education conferences and workshops attended
- e. length of time actively associated with community schools
- f. length of time associated with present school
- g. grade levels with which presently associated
- h. individual community schools

Statistically significant differences were determined for each of the sub-groups within each variable.

Data analysis revealed that a high degree of consensus existed among the demographic variables and perceptions of the most critical problems inhibiting the development of community education. In addition to the lack of legislation and government support (items 41-45) which was considered by the majority of respondents to be the most critical problem area, the most frequently mentioned problems were those related to the provincial government's lack of understanding of and dedication to the community education concept (items 8, 17), the lack of evaluation and research (items 72, 75), the lack of training opportunities (item 37), the lack of initial and long-range planning (items 63, 66), hasty implementation of the community education concept (item 19), the lack of consensus about what constitutes a community school (item 20), the lack of significant differences between community and non-community schools (item 21). In some instances respondents indicated concern about problems which are peculiar to particular communities. For example, respondents currently working in certain community schools perceived as major inhibitors to community education the transience of families living in school districts (item 29), the variance of lifestyles among community education concept by parents, principals, trustees, and community members (items 1, 5, 6, 10, 12), the lack of opportunities for senior citizens to make valuable contributions to community education (item 25), and the overextension of dedicated community school personnel (item 40).

There were some statistically significant differences noted among sub-groups within each demographic variable. These have been recorded in

the following tables. Details of ranking order by the total population for each item are contained in Appendix G. In examining the statistically significant differences it is important to note that there are sometimes large variations in the numbers of respondents within sub-groups.

Statistically Significant Differences Among Sub-Groups
Within Variables

Table 22

a. Statistically Significant Differences According to Sex

Questionnaire Items	A %	UN %	D %	n	χ^2	p	df
#12 dedication- principals							
Males	33	11	56	36	7.93884	<.05	2
Females	11	15	74	66			
#57 resources							
Males	49	32	19	37	10.43475 *	<.05	2
Females	45	11	45	65			
#74 community needs							
Males	36	31	33	36	6.33599	<.05	2
Females	17	27	56	66			

*p .01
Item 12

A much greater percentage of females than of males disagreed that principals are lacking in dedication to the community education concept. One third of male respondents presented the opposite point of view on this issue.

Item 57

Although both male and female respondents agreed that community resources are being underutilized, thirty-two per cent of males were undecided and forty-five per cent of females expressed disagreement that this is a critical problem for community education.

Item 74

Female respondents generally disagreed that community needs are not being met by community schools; male respondents indicated ambivalence in

their responses.

Table 23

b. Statistically Significant Differences According to the Level of Formal Education

Questionnaire Items	A %	UN %	D %	n	χ^2	p	df
#8 understanding - government							
Formal Education a	63	31	6	86			
Formal Education b	53	18	29	17	9.28751	* <.05	2
#15 dedication - trustees							
Formal Education a	35	41	24	88			
Formal Education b	20	7	73	15	15.17823	* <.05	2
#43 funding - research							
Formal Education a	76	22	2	88			
Formal Education b	58	26	16	19	6.97839	<.05	2

a Respondents with teaching certificates and bachelors' degrees

b Respondents with masters' or doctoral degrees

*p <.01

Item 8

Although the majority of respondents agreed that the lack of understanding on the part of the government is a major problem, almost one third of respondents with teaching certificates and bachelors' degrees indicated "undecided" and almost the same number of respondents with masters' or doctoral degrees indicated "disagree" in their responses.

The majority of respondents in the second category did not perceive trustees to be lacking in dedication. Respondents in the first category were generally ambivalent about this issue.

Item 43

Both groups agreed that the lack of funding is a critical concern. However, the first group of respondents indicated greater consensus in their responses than did those in the second group.

Table 24

c. Statistically Significant Differences According to Amount of Training in Community Education

Questionnaire Items	A %	UN %	D %	n	χ^2	p	df
#7 understanding - school board administrators							
1 Training a	26	30	45	78			
2 Training b	29	14	57	14			
3 Training c	73	18	9	11	11.94006	<.05	4
#16 dedication - school board administrators							
1 Training a	30	36	35	78			
2 Training b	29	29	43	14			
3 Training c	75	17	8	12	10.36336	<.05	4

- a Respondents with no training in community education
 b Respondents with basic or advanced courses in community education
 c Respondents with degrees or other training in community education

Items 7 and 16

A high percentage of respondents with degrees or other training in community education indicated that the lack of understanding of and dedication to the community education concept by school board administrators

is a major problem. Respondents with no training or basic or advanced courses were either ambivalent or in disagreement about these matters.

Table 25

d. Statistically Significant Differences According to Numbers of Conferences and Workshops Attended

Questionnaire Items	A %	UN %	D %	n	χ^2	p	df
#7 understanding - school board administrators							
Conferences/ Workshops a	20	50	30	30			
Conferences/ Workshops b	13	26	62	39			
Conferences/ Workshops c	37	13	50	16			
Conferences/ Workshops d	73		27	11			
Conferences/ Workshops e	100			5	38.93639	* < .05	8
#15 dedication - trustees							
Conferences/ Workshops a	32	58	10	31			
Conferences/ Workshops b	26	34	40	38			
Conferences/ Workshops c	20	33	47	15			
Conferences/ Workshops d	50	8	42	12			
Conferences/ Workshops e	60		40	5	18.99390	< .05	8
#16 dedication - school board administrators							
Conferences/ Workshops a	26	55	19	31			
Conferences/ Workshops b	13	36	51	39			
Conferences/ Workshops c	53	13	33	15			
Conferences/ Workshops d	67	8	25	12			
Conferences/ Workshops e	100			5	35.51434	* < .05	8

Questionnaire Items	A %	UN %	D %	n	χ^2	p	df
#17 dedication - government							
Conferences/ Workshops a	36	58	7	31			
Conferences/ Workshops b	58	7	15	31			
Conferences/ Workshops c	71	21	7	14			
Conferences/ Workshops d	75	17	8	12			
Conferences/ Workshops e	100			5	16.78050	<.05	8
#18 dedication - university faculties							
Conferences/ Workshops a	17	79	3	29			
Conferences/ Workshops b	23	54	23	39			
Conferences/ Workshops c	54	39	7	13			
Conferences/ Workshops d	50	42	8	12			
Conferences/ Workshops e	40	40	20	5	16.26514	<.05	8
#73 community needs							
Conferences/ Workshops a	20	53	27	30			
Conferences/ Workshops b	18	45	38	40			
Conferences/ Workshops c	18	47	35	17			
Conferences/ Workshops d	50	17	33	12			
Conferences/ Workshops e	80		20	5	16.51813	<.05	8

Questionnaire Items	A %	UN %	D %	n	χ^2	p	df
#47 power							
Conferences/ Workshops	a	47	30	23	30		
Conferences/ Workshops	b	30	38	33	40		
Conferences/ Workshops	c	56	6	38	16		
Conferences/ Workshops	d	83	8	8	12		
Conferences/ Workshops	e	40		60	5	18.19934	<.05 8

- a No conferences or workshops attended
 b 1 -3 conferences or workshops attended
 c 4 -6 conferences or workshops attended
 d 7 - 10 conferences or workshops attended
 e More than 10 conferences or workshops attended

Items 7 & 16

Respondents who had attended most conferences and workshops agreed that school board administrators do not understand or are not dedicated to the community education concept. The majority of respondents who had not attended any conferences or workshops were undecided and respondents who had attended from 1 to 6 conferences or workshops disagreed that these were problem-areas.

Item 15

Responses followed a similar pattern to those for items 7 and 16. However, between thirty-three and fifty-eight per cent of respondents indicated ambivalence about trustees' dedication to the community education concept.

Item 17

Most respondents agreed that the provincial government is not dedicated to the community education concept. Nevertheless, almost sixty per cent of respondents who had not attended any conferences or workshops were undecided in their perceptions about this issue.

Item 18

The majority of respondents who had attended from 4-10 conferences or workshops agreed that university faculties lack dedication to the community education concept. Respondents in the first two categories were generally undecided while those in the final category were ambivalent about this issue.

Item 73

Respondents in the first three categories were generally undecided about the extent to which community schools are not meeting community needs. The majority of respondents in categories 4 and 5 agreed that community needs are not being adequately met.

Item 47

Most respondents in categories 1, 3 and 4 agreed that bureaucracies are reluctant to relinquish their power to community schools. Respondents in category 2 were generally ambivalent and those in category 5 disagreed that item 47 is a critical concern.

Table 26

e. Statistically Significant Differences According to Experience in Community Schools

Questionnaire Items		A %	UN %	D %	n	χ^2	p	df
#41 legislation								
Experience	a	33	56	11	9			
Experience	b	73	22	5	41			
Experience	c	80	20		40			
Experience	d	60	40		5			
Experience	e			100	1	32.70573	* < .05	8
#43 funding - research								
Experience	a	56	33	11	9			
Experience	b	78	17	5	41			
Experience	c	72	26	3	39			
Experience	d	60	40					
Experience	e			100	1	21.82996	* < .05	8

- a Less than 1 year in community schools
 b 1-3 years in community schools
 c 4-6 years in community schools
 d 7-9 years in community schools
 e More than 10 years in community schools
 *p < .01

Item 41

Respondents who had spent from one to nine years working in community schools generally agreed that the lack of legislation is a serious problem. Respondents who had been less than one year in the system were generally undecided while those who had over ten years of experience were in total disagreement that this problem is a major inhibitor to the development of community education.

Item 43

Responses generally followed a similar pattern to those indicated for Item 41. However, fifty-six per cent of respondents with least experience in community schools were in agreement that the lack of funding for research is a major deterrent for community educators.

Table 27

f. Statistically Significant Differences According to Experience in Present Schools

Questionnaire Items	A %	UN %	D %	n	χ^2	p	df
#13 dedication - agency workers							
Experience a	21	43	36	14			
Experience b	6	59	34	32			
Experience c	9	18	74	34			
Experience d		57	43	7			
Experience e	50	50		2	20.95035	* <.05	8
#41 legislation							
Experience a	47	47	7	15			
Experience b	70	24	6	33			
Experience c	85	15		34			
Experience d	29	71		7			
Experience e	50	50		2	15.94431	<.05	8

- a Less than 1 year in present school
 b 1-3 years in present school
 c 4-6 years in present school
 d 7-10 years in present school
 e More than 10 years in present school
 *p <.01

Item 13

Respondents with less than 1 year, 1-3 years, and 7-10 years of experience in the present community school years were generally undecided about the dedication of trustees to the community education concept.

Respondents with 4-6 years of experience were undecided and respondents with more than 10 years of experience were ambivalent in their responses.

Item 41

The majority of respondents who had 1-6 years of experience in the present community school agreed that the lack of legislation is a serious problem. Respondents with less than 1 year or over 10 years of experience expressed agreement or indecision about the magnitude of this problem. Over seventy per cent of respondents with 7-10 years of experience were undecided about the matter.

Table 28

g. Statistically Significant Differences According to Present Grade Levels

Questionnaire Items	A %	UN %	D %	n	χ^2	p	df
#3 understanding - principals							
Grades K-3	33	16	51	57			
Grades 4-7	6	25	69	16			
Combined Grades K-7	17	7	77	30	9.63972	.05	4
#45 centralization							
Grades K-3	74	12	14	58			
Grades 407 Combined	46	47	6	17			
Grades K-7	50	43	7	28	13.99868	.05	4

*p .01

Item 3

The majority of respondents disagreed that principals are lacking in understanding of the community education concept. Nevertheless, one third of respondents presently teaching single grades from K-3 indicated the opposite point of view.

Item 45

Although the majority of respondents agreed that centralization of education is a critical concern, over forty per cent of respondents presently teaching single grades from 4-7 or combined grades were undecided about this issue.

Table 29

h. Statistically Significant Differences According to Individual Community Schools

Questionnaire Items	A %	UN %	D %	n	χ^2	p	df
#5 understanding - community							
School 1	16	47	37	19			
School 2	62	8	31	13			
School 3	30	20	50	10			
School 4	64		36	14			
School 5	21	29	50	14			
School 6	55	27	18	11			
School 7	40	10	50	10	22.02257	<.05	12
#10 dedication - parents							
School 1	5	5	90	19			
School 2	39	15	46	13			
School 3	40	20	40	10			
School 4	21	7	71	14			
School 5	19	31	50	16			
School 6	69	23	8	13			
School 7		20	80	10	32.99002	* <.05	12
#19 implementation							
School 1	37	37	27	19			
School 2	31	39	31	13			
School 3	60	10	30	10			
School 4	20		80	15			
School 5	19	44	38	16			
School 6	33	33	33	12			
School 7	40	10	50	10	21.42915	<.05	12
#29 transience							
School 1	11	32	58	19			
School 2	8	23	69	13			
School 3	33	33	33	9			
School 4	87	7	7	15			
School 5	63	25	13	16			
School 6	100			13			
School 7	27	18	55	11	50.51070	* <.05	12

Continuation Table 29

Questionnaire Items	A %	UN %	D %	n	χ^2	p	df
#30 lifestyles							
School 1	11	32	58	19			
School 2	31	8	62	13			
School 3	33	33	33	9			
School 4	60	13	27	15			
School 5	50	25	25	16			
School 6	85	15		13			
School 7	22	11	67	9	29.02139	* <.05	12
#42 attitude							
School 1	90	11		19			
School 2	92	8		13			
School 3	88	13		8			
School 4	87	13		15			
School 5	69	31		16			
School 6	46	54		13			
School 7	55	36	9	11	21.45576	<.05	12

*p < .01

Item 5

A majority of respondents from schools 2, 4 and 6 agreed that community members lack understanding about the community education concept. A smaller majority of respondents from schools 3, 5, and 7 presented the opposite point of view while respondents from school 1 were generally undecided about the critical nature of this problem.

Item 10

A high percentage of respondents from schools 1, 4 and 7 and a smaller majority from schools 2 and 5 did not perceive parents to lack dedication to the community education concept. Respondents from school 3 were ambivalent while those from school 6 agreed that item 10 constitutes a critical

inhibitor to the development of community education.

Item 19

Respondents from schools 1, 2, 5 and 6 were generally ambivalent about the extent to which the hasty implementation of community education is a problem. The majority of respondents from schools 4 and 7 generally disagreed that there are problems in this regard. However, respondents from school 3 presented the opposite point of view.

Items 29 & 30

A high percentage of respondents from schools 4, 5 and 6 agreed that transience and varying lifestyles are critical problems. Respondents from schools 1, 2, and 7 generally disagreed that this is so. A large majority of respondents from schools 6 and 7 were undecided about the extent to which these problems inhibit the development of community education.

Item 42

Respondents generally agreed that the ministry of education's non-committal attitude towards community schools is a major problem. Many respondents from schools 6 and 7 were undecided in this regard.

Summary

Statistical analysis of the data revealed that, although there are some significant differences between and among groups' perceptions of certain problems, there is general consensus that the most critical problems in order of magnitude, inhibiting the development of community education in North Vancouver are problems related to:

- D. Legislation and Government Support (items 41-45)
- A. Community Education Concept (items 8, 17, 19, 20, 21)
- H. Evaluation and Research (items 72 and 75)
- B. Community/School Involvement (items 25, 29, 30)
- G. Planning and Policies (items 63, 66, 67)
- C. Community School Personnel (items 37, 40)
- F. Curriculum (items 57, 58)
- E. Process (item 47)

CHAPTER V

SUMMARY. DISCUSSION OF FINDINGS AND IMPLICATIONS. CONCLUSION
AND RECOMMENDATIONSSummary

North Vancouver, the focus for this study was one of the first two school districts in British Columbia to implement community education in community schools. Despite the fact that eight community schools have been initiated in the district since 1971, no district-wide evaluation had been undertaken to determine the impact of community education and community schools. This study was undertaken to identify which problems are perceived to be major inhibitors to the development of community education in North Vancouver.

The sample chosen for the study consisted of two major groups: all administrators of community education - principals, community school co-ordinators, school board administrators, and school trustees, and all teachers presently teaching in community schools in North Vancouver.

The major questions of the study were as follows:

1. What problems are perceived by administrators to be significant inhibitors to the development of community education in North Vancouver School District?
2. What problems are perceived by teachers in community schools to be significant inhibitors to the development of community education in that school district?
3. What are the differences between administrators' and community school teachers' perceptions of the problems?
4. Do perceptions differ according to certain demographic respondent characteristics?

Two instruments were used to gather data: an interview schedule and a questionnaire. Interviews were conducted with community school administrators and foundation members of community education in British

Columbia. The interviews elicited key problems which formed the bases upon which the seventy-five item questionnaire was constructed. Both administrators and teachers completed the questionnaire. Data were analysed by means of the SPSS program (Statistical Package for the Social Sciences). The chief tools of data analysis were crossbreaks with chi square used as a test of statistical significance.

Discussion of Findings and Implications.

The results of the study yielded a high degree of consensus among respondents concerning problems which are perceived to be significant inhibitors to the development of community education in North Vancouver. At the same time some differences were noted between and among the various groups' perceptions of the problems.

1. Administrators' Perceptions of the Problems.

A. Community Education Concept.

All principals and the majority of community school co-ordinators and trustees agreed that the lack of understanding of and dedication to the community education concept on the part of the provincial government is one of the most significant inhibitors to the development of community education. School board administrators expressed concern, not only about the government, but also about parents, teachers, community members, and principals concerning understanding and dedication. These results suggest that school-based personnel such as principals and community school co-ordinators appear to be generally satisfied with school/community support for the concept on a local school level but are frustrated about the lack of support from administrators in higher echelons. Trustees appear to be least concerned about various groups' reactions to the concept whereas

school board administrators perceive that the lack of consensus about what constitutes a community school and the negative reactions of several community groups including administrators at the school level to be critical problems. It would appear that there is need for the development of trust and open communication between school-based and district-based administrators so that the full implications of the community concept may be thoroughly examined.

B. Community/School Involvement

Three of the eleven items were generally perceived by the four administrative groups to be key concerns. These items related to senior citizens, transience, and lifestyles (items 25, 29, 30). As school-based personnel (principals and community school co-ordinators) differed in their perceptions about the consequences of these issues it may be assumed that there is insufficient liaison between the school-based groups about these problems.

C. Personnel.

Problems related to the lack of training and the overextension of community school personnel (items 37 and 40) were singled out as being major concerns by principals, community school co-ordinators, and to a limited extent, school board administrators. It seems reasonable to assume that there is continuing concern on the part of school-based personnel who constantly feel the effects of insufficient training in their attempts to develop community education on a day-to-day basis. Overextension of school-based personnel may well be perceived by these two groups as a natural consequence to the lack of training.

D. Legislation and Government Support.

Principals, community school co-ordinators, and trustees strongly suggested that problems related to legislation, government attitudes, funding and, to a limited extent, centralization are the chief inhibitors to the development of community education. School board administrators appear to be less concerned about funding than are the other three groups.

E. Process.

Principals and trustees perceived item 47: the reluctance of bureaucracies to relinquish power to community schools to be the only critical concern within this category. Most community school co-ordinators and school board administrators apparently do not perceive power struggles to interfere with their administrative positions or with the administration of community education in community schools.

F. Curriculum.

Principals, community school co-ordinators, and school board administrators expressed deep concern about the underutilization of community resources (item 57). There was consensus among the four groups that there is a lack of awareness and understanding re the potential of community-centred curriculum models (item 58). As the use of community resources is one of the chief tenets of the community education philosophy it would appear that there is a great need for a thorough investigation of problems related to this area.

G. Planning and Policies.

Principals, community school co-ordinators, and school board administrators agreed that the lack of initial planning and joint sharing of

responsibility for community education (item 63) has been a major inhibitor to the development of community education. Closely allied to this problem is the lack of long-range planning (item 66) which was perceived by all but school trustees to be critical. Principals to a large extent, co-ordinators, trustees and half of the school board administrators, perceived the neutral stand taken by district school administrators (item 67) to be a limiting factor. Results also indicated that in the minds of many administrators there might be a critical question concerning the desire for community schools by the community in general (item 69).

H. Evaluation and Research

The majority of principals, community school co-ordinators, and school board administrators expressed the need for evaluation and research to be undertaken. Most trustees were in favour of research studies but did not see a need for evaluation. From the results it may be assumed that most administrators are anxious for thorough evaluation and research studies to be undertaken in the district so that the present status of community education and community schools might be made known. A large percentage of principals perceived that community needs are not being met by community schools. Trustees and school board administrators were undecided or in disagreement about this problem.

In addition to problems elicited by the four administrative groups, results indicated that as a total group the majority of administrators are concerned about the lack of understanding, and to a lesser extent, the lack of dedication towards the community education concept demonstrated by various community groups.

2. Teachers' Perceptions of the Problems.

Results indicated that teachers in community schools had similar perceptions to those of the administrators concerning problems which are perceived to be significant inhibitors to the development of community education in North Vancouver. However, teachers as a group did not indicate strong convictions about the magnitude of certain problems. A large majority of teachers were "undecided" about many issues and in several cases there was ambivalence across the three response categories. Although the lack of legislation and government support was considered to be a major problem, only between fifty-nine and seventy-one per cent of teachers agreed that there are critical problems associated with items 41 - 45.

3. Differences Between Administrators' and Teachers' Perceptions of the Problems.

Administrators demonstrated far more consensus in their perceptions of key problems than did teachers. For instance, between seventy-six and ninety-two per cent of administrators agreed that there were problems associated with the lack of legislation and government support. Administrators were generally more concerned about the lack of understanding of and dedication to the community education concept demonstrated by various community groups; teachers perceived provincial government personnel to be the chief offenders in this regard.

Administrators' and teachers' perceptions differed significantly on fourteen items most of which related to problems associated with the community education concept and the lack of legislation and government support. In each instance teachers were either ambivalent in their responses or disagreed with the administrators' points of view.

4. Perceptions of Problems According to Demographic Variables.

In general perceptions of problems did not appear to be basically altered when each of the eight variables was taken into consideration. However, there were some significant differences noted in relation to the numbers of conferences and workshops attended and individual community schools.

Implications.

A. Concept.

Results suggest that, although community schools have been in operation for almost ten years in North Vancouver, there is still confusion among government and community groups about the nature of community education and community schools.

Administrators and teachers who do not understand the concept and who are responsible for implementing community education on a day-to-day basis in the schools and communities must take much of the blame for the present state of affairs. Discrepancies among administrators' and teachers' perceptions of the concept must be constantly undermining the development of community education and implanting doubts and dissatisfaction in the minds of community members about the potential of community education. There is an urgent need to define community education in relation, not only to particular communities, but also in relation to the times in which we live. Newmann and Oliver (1969) in describing modern society speak of the accelerated rate of technology which has contributed to fragmentation of communities, the desire for change which "...tends to destroy the essential stability required to establish a sense of relatedness among people" , ideological and aesthetic bankruptcy, depersonalization of experience, and powerlessness. (Newmann and Oliver, 1969, pp. 5-7). Community schools in

North Vancouver have attempted to alleviate such stresses by strengthening school/community relationships and by seeking solutions to community problems. However, the obligation remains for community educators to build a conceptual framework which will give credence to action and help to eliminate the lack of understanding which presently permeates the community education concept.

B. Involvement.

In order for community education to be a catalytic agent it is necessary for all community groups to make significant contributions to the development of community education. In North Vancouver it appears that senior citizens are being overlooked in this respect. Showkeir (1974, 47) in an article entitled "Tapping 'Older' Energy Resources: One of Many Undiscovered - Unused Community Assets", indicated many ways in which older people's time, talent and experiences can be incorporated into educational processes. It would seem appropriate for community educators in North Vancouver to investigate ways of actively involving their older members.

The effects of transience of families and community members, and varying lifestyles also need to be thoroughly examined in relation, not only to the particular school communities concerned, but also to the district as a whole. It may be necessary for administrators and teachers to more carefully match varied lifestyles with more appropriate learning and teaching styles.

C. Personnel

Many respondents perceived the failure of community education to reach its potential to be due in large measure to the lack of preliminary and

on-going in-service training, and the overextension of dedicated community school personnel. If administrators and teachers feel that they are untrained or are in fact untrained to implement community education in community schools it is essential to mount appropriate training programs. Fantini emphasizes the need for specialized training for community educators:

In the true community school, it will be even more important that formal training institutions examine and use the actual processes, which influence teacher behavior far more than the campus. (Fantini, 1970, 70).

The local universities perceived by many to be doing nothing or very little towards the development of community education could be involved in planning and implementing programs which are distinctively Canadian and adaptable to local conditions in each community. If this were done there would be less need for potential community educators to rely on programs developed in the United States. With more training it appears likely that administrators and teachers would have more facility in delegating authority and thus reduce the incidence of over-extension among themselves.

D. Legislation and Government Support.

Respondents as a total group perceived the lack of legislation and government support to be the most significant inhibitor to the development of community education. While it is necessary for community educators to gain visible and continued support from the provincial government if community education is to flourish, it is also important for community educators to examine their own raison d'etre so that they will not be using the government as a scapegoat for problems which could be resolved at a local level. Definitive legislation and extra funding do not always

provide panaceas to heal all ills. Finding funds does not necessarily mean finding communities.

E. Process in Community Schools

The reluctance of bureaucracies to relinquish power to community schools was perceived to be a critical problem. This perception supports claims made by Greenblatt (1977), Davies (1979), Gittell (1979) and Pennington (1979) that citizens are generally powerless to effect meaningful changes which affect their lives. Decision-making processes are still tightly held by the bureaucrats. It is important for community educators in North Vancouver to examine their decision-making processes in order to determine the extent to which community members are given mere token involvement. At the same time it is crucial to determine the extent to which the community really wants to participate. If the community elects to take part in school/community affairs is it prepared to develop the community education concept or is its general attitude towards maintenance of the status quo? Once the community proves that it wishes to uphold the community education concept administrators must be prepared to give community members an active decision-making role in identifying and meeting community needs.

F. Curriculum.

Because the integration of community resources into the curriculum is one of the objectives of community education it is essential that each community school in collaboration with its respective community develop a curriculum which uses to the full the human, physical, and material resources of that community. Illich's idea of..."an educational web which heightens the opportunity for each one to transform each moment of his living

into one of learning, sharing, and caring" (Illich, 1972, \bar{V}) and Fantini's plan for a contact curriculum (see Table 30) which places emphasis upon life-centred and lifelong learning could well be incorporated into community school curricula. Part of the resistance to inclusion of Illich's, Fantini's and Weinstein's ideas stems from the reluctance of some community members, teachers and administrators to depart from traditional curriculum content and teaching methods.

Table 30

The Contact Curriculum

From	To
a curriculum that is pre-packaged, rigidly scheduled, and uniform throughout a school system	one that is flexible and geared to the unique needs of individual schools within the system
a curriculum that is primarily symbol-based	one that is primarily experience-based
a horizontally programmed disjointed sequence of skills	a vertically programmed small-step sequence of skills.
a curriculum that is past-and-future oriented	one that is immediate oriented
a what curriculum	a why curriculum
a completely academic curriculum (knowing)	one geared to social participation (doing)
an antiseptic curriculum	one that attempts to explore reality
emphasis solely on cognitive extrinsic content	an equal emphasis on affective, inner content

(Fantini & Weinstein, 1968, pp. 338-366)

G. Planning and Policies

Problems associated with the lack of initial and long-range planning, joint ownership for community education, the neutral stand taken by school district administrators, and the lack of genuine desire for community schools should be examined carefully in relation both to each community school and to the district as a whole. Special emphasis should be placed upon assessing whether communities really want community schools. It would appear that in some cases community schools have been designated before adequate needs assessments were done and before community members were ready to accept community schools with all their consequences. If communities do express a genuine desire for such schools provision must be made for including representatives from all community groups in immediate and long-range planning procedures. In this way the community as a whole can become more responsible for community education development.

Newmann and Oliver (1969, pp. 35-37) and Fantini (1970, 45) make some suggestions for fundamental reform which, if fully implemented, could lead to more relevant community education models in North Vancouver.

Fantini believes that fundamental reform requires three major changes within the following key areas:

1. Governance in which there is shared decision-making among professionals, parents, and community members in educational processes.
2. Goals in which more emphasis is placed upon designing and implementing humanistically-oriented curricula
3. Personnel in which responsibility for education is shared among both professionally-trained teachers, students and community members.

Newmann and Oliver build upon Fantini's ideas for fundamental

reform. They urge community educators to consider the fundamental importance of contexts in planning educational policies and processes. Community educators in North Vancouver could well reflect upon and implement Newmann's and Oliver's three conceptual modes in which learning can take place:

1. School Context. Learning in school is characterized by systematic, planned instruction. It is suggested that school learning become more problem-centred and exciting and that content be continually re-organized so that it might be more relevant to individual and group needs.
2. Laboratory-Studio-Work Context. Laboratories are considered to be "...contexts for learning in the midst of action; learning occurs not because it is planned, but only as an inevitable by-product of genuine participation in problem and task-oriented activities." In the laboratory context the emphasis is not upon formal instruction but upon the satisfaction of "...broader humanistic and aesthetic goals." (Newmann and Oliver, 1969, 36).
3. Community-Seminar Context. The community-seminar context is intended to provide a means by which all representatives of the community can meet in order to reflectively discuss problems and possible solutions pertinent to members of the group. For example, in North Vancouver discussion could centre upon ways and means of enabling senior citizens to make significant contributions to community education.

Newmann and Oliver recommend that education within the three contexts occur simultaneously. Furthermore, they suggest that community educators implement the three components according to the unique needs of each

community and that community resources, both human and physical, be used in each context. In this way education becomes a reciprocal process among teachers, students, and community members.

In planning for community education it is important to bear in mind that the process of change takes a long time to implement. It would seem that in some schools there has not been adequate provision made for school staffs to alter their perspectives and meet new role expectations. In some cases planners seem to have expected change to take place instantly and automatically. Charters (1973) speaks of the "disruptive effects" of planned change which:

- a. diverts teacher attention away from the duties they regard as their foremost responsibility
- b. increase demands upon teachers' time.

According to Charters:

While the hidden costs often are unacknowledged, or overlooked, by those who plan educational innovations, it is difficult to see how meaningful change can take place without incurring many of them. They should be recognized in advance so that false expectations of success are not entertained and provisions can be made during the implementation phase for minimizing or absorbing them. (Charters, 1973, 97).

H. Evaluation and Research

Special attention should be given to collaboratively planning and conducting regular formative and summative ethnographic evaluation studies at both the school and school-district levels so that the status of community education and community schools might be constantly assessed. It is also important for community educators to research what is taking place in community education in other parts of the province and further afield so that perspectives might be continually broadened and enriched. Sharing the fruits of evaluation and research studies should be encouraged among communities.

Conclusion and Recommendations.

Although the majority of respondents perceived the lack of legislation and government support to be the major inhibitor to the development of community education in North Vancouver, there are indications that many problems have stemmed from the lack of initial and long-range planning for community education in the district as a whole. In certain communities there has been extensive initial planning but there is little evidence of definitive long-range plans. According to some district community educators, communities are afraid to plan because the government could legislate against community schools at any given time.

Inadequate planning appears to have given rise to the following defects in the present status of community education:

- a. lack of adequate involvement of the community in planning and decision-making processes
- b. the lack of shared purpose and direction
- c. the lack of adequately trained community educators to implement the community education concept, and
- d. confusion about the concept of community education.

Newmann and Oliver (1969) have spoken about the "missing community" which develops particularly in urban settings and continues to demean the individual community member. They write:

The destiny of the community appears to be guided either by elite, inaccessible power blocs or by impersonal forces, insensitive to individual protest or opinion. People lack direction and commitment; they betray either lethargic denial of basic problems, ambiguity and conflict regarding value choices, or outright repudiation of a concern for significant choices. (Newmann and Oliver, 1969, 6).

It would be wise for planners of community education policy to examine Newmann's and Oliver's statement in light of the present status of community education in North Vancouver.

This study has focussed specifically upon administrators' and teachers' perceptions of problems inhibiting the development of community education in North Vancouver. As such it has not concentrated upon the many fine accomplishments of the community schools in that school district.

Recommendations.

Because of the very broad nature of this study it was not possible to make a thorough investigation of the extent to which problems elicited are biased perceptions, actual inhibitors, or are symptomatic of deeper problems hindering the development of community education in North Vancouver.

It is recommended that further study be undertaken in the following areas:

- a. an extension of the present study to include other community groups such as parents, students, agencies, community members, and volunteer workers in order to identify which problems are perceived by them to be most critical
- b. ethnographic studies in some or all of the North Vancouver community schools to examine the extent to which problems are actual inhibitors to community education in particular community schools and in the district as a whole
- c. basic short and long-range planning which takes into consideration the problems which have been alluded to in this study, and
- d. utilization of the fundamental reforms advocated by Newmann, Oliver, and Fantini by community education policy makers in the review, evaluation, and further development of community education in North Vancouver.

REFERENCES

REFERENCES

- Aitken, K. G. An evaluation of five community schools in Vancouver, Research Report 77-07. Evaluation and Research Services, Education Services Group, Board of School Trustees, Vancouver, 1978.
- Bernard, T. L. (Ed.). Community education in international perspective. East Longmeadow, Massachusetts: International Association of Community Educators, 1979.
- Berridge, R. I. The community education handbook. Midland, Michigan: Pendell, 1973.
- Berridge, R. I., Stark, S. L., and West, P.T. Training the community educator. Midland, Michigan: Pendell, 1977.
- Boyd, A. Evaluation today in community education. (Community Education Advisory Council Report No. 1) Washington, D. C.: U.S. Department of Health, Education and Welfare, 1979.
- Burbach, H. J. and Decker, L. E. Research and planning: a growing imperative for community education. Community Education Journal, 1974, 4 (5).
- Burbach, H. J. and Decker, L. E. Planning and assessment in community education. Midland, Michigan: Pendell, 1977.
- Cahill, R. A study of the community schools of the North Vancouver School District (No. 44) (British Columbia). Unpublished master's thesis, Memorial University of Newfoundland, 1976. X
- Campbell, D. T. and Stanley, J. C. Experimental and quasi-experimental designs for research on teaching. In N. L. Gage (Ed.), Handbook of research on teaching. Chicago: Rand McNally, 1963.
- Carrillo, T.S. Strategies for establishing a community education program in any town, U.S.A. Community Education Journal, 1973, 3 (1).
- Charters, W. W. Jr., Measuring the implementation of differential staffing: a comparison of two elementary schools. Eugene, Oregon: Center for the Advanced Study of Educational Administration, 1973.
- Clapp, E. R. Community schools in action. New York: Viking Press, 1939.
- Clark, P. A. Can basic community education principles be included in the K-12 program? Community Education Journal, 1974 4 (1).
- Clark, P. A. Community education and its major components. Journal of Teacher Education, 1977, 28 (4).

- Clark, P. A. A visit to a community-centered classroom. Community Education Journal, 1978, 6 (1)
- Cox, J. C. Functions and responsibilities of community advisory councils. Community Education Journal, 1974, 3 (4).
- Dale, D. How to make citizen involvement work: strategies for developing clout (Citizen involvement training project), University of Massachusetts, 1978.
- Dale, D., Magnini, D., and Miller, R. Beyond experts: a guide for citizen group training. Amherst, Massachusetts: University of Massachusetts, 1979.
- Davies, D., et al. Sharing the power? A report on the status of school councils in the 1970's. Boston, Massachusetts: Institute for Responsive Education, 1979.
- Decker, L. E. Foundations of community education. Midland, Michigan: Pendell, 1972.
- Decker, L. E. Community education: the need for conceptual framework. NASSP Bulletin, November 1975, 7.
- De Largy, P. F. The community education goals inventory - CEGI: a report on a recent delphi study. Community Education Journal, 1974, 4 (3).
- Dewey, J. Democracy and education. New York: Macmillan, 1916.
- Dick, R. Agency services of particular interest to schools in North Vancouver. School District No. 44 - North Vancouver: Community Education Department, 1980.
- Dillion, G. Why use community resources in school? In D. L. Hager & Others. Community involvement for classroom teachers. Charlottesville, Virginia: Community Collaborators, 1977.
- Ellis, P., and Sperling, J. The role of the community school director as organizer. Community Education Journal, 1973, 3 (1).
- Everett, S. The community school. New York: Appleton - Century, 1938.
- Fantini, M. D. and Weinstein, G. The disadvantaged: challenge to education. New York: Harper & Row, 1968.
- Fantini, M. D. Community education: participants and participation. Community Education Journal, 1978, 6 (3).

- Fitzgerald, B. C. Community education - a cause without reason. In D. M. Schmitt and D. C. Weaver (Eds.), Leadership for community empowerment: a source book. Midland, Michigan: Pendell, 1979.
- Frank, R. G. Frankly speaking. Community Education Journal. 1974, 4 (3)
- Frank, R. G. Frankly speaking. Community Education Journal, 1974, 4 (5).
- Freire, P. Pedagogy of the oppressed. New York: Herder and Herder, 1972.
- Fried, R. Citizen participation: who participates? who decides? Community Education Journal, 1978, 6 (3).
- Garber, J. B. What is the role of the community in the curriculum? Community Education Journal, 1972, 2 (1).
- Gerson, G. A rationale for a bachelor's degree in community education. Community Education Journal, 1975, 5 (3).
- Gittell, M., et. al. Citizen organizations: citizen participation in educational decision-making. Final Research Report. Boston, Massachusetts: Institute for Responsive Education, 1979.
- Greene, B. I. Another view of community education. Community Education Journal, 1973, 3 (5).
- Greenwood, S. The community school: a case study in educational innovation. Urban Education, 1977, 11 (4)
- Greiner, J. C. Cooperation-or-conflict. In M. H, Kaplan and J. W. Warden (Eds.), Community education perspectives. Midland, Michigan: Pendell, 1978.
- Guns, R. W. A study of administrative strategies used to integrate community resources into the curricula of community schools. Unpublished doctoral dissertation, University of Oregon, 1979.
- Hager, D. L., and Others. Community involvement for classroom teachers. Charlottesville, Virginia: Community Collaborators, 1977.
- Hammond, R. Evaluation at the local level. In P. A. Taylor and D. M. Cowley, Readings in curriculum evaluation. Dubeque, Iowa: W.M.C. Brown Co., 1972.
- Hanna, P. R. What thwarts the community school curriculum? Community Education Journal, 1972, 2 (3).
- Hart, J. K. The discovery of intelligence. New York: Century, 1924.

- Hartvigsen, M. F. The university's role in preparing leadership. Community Education Journal, 1972, 2 (4).
- Herman, B. E. Principal power. Community Education Journal, 1973, 3 (1).
- Hiemstra, R. The educative community. Lincoln, Nebraska: Professional Educators' Publications, 1972.
- Hooper, R. An evaluation of the community education programs of metropolitan public schools of Nashville - Davidson County, Department of Research and Evaluation, 1975-1976.
- Howerton, E. B. Community power structure. In H. J. Burbach and L. E. Decker (Eds.), Planning assesment in community education. Midland, Michigan: Pendell, 1977.
- Illich, I. Deschooling society. New York: Harper and Row, 1972.
- Jeffrey, J. B. A comparative study of teacher acceptance of the community education philosophy in Southwest Michigan. Unpublished doctoral dissertation, Western Michigan University, 1975.
- Jeffrey, J. B. Staff commitment and success of the community education process. In D. M. Schmitt and D. C. Weaver (Eds.), Leadership for community empowerment: a source book. Midland, Michigan: Pendell, 1979.
- Johnson, W. D. "Deke". Curriculum development for community education. Community Education Journal, 1975, 5 (3).
- Kaplan, L. Survival talk for educators - community education. Journal of Teacher Education, 1977, 28 (4).
- Kaplan, M. H., and Warden, J. W. (Eds.) Community education perspectives: selections from the community education journal. Midland, Michigan: Pendell, 1978.
- Kaplan, M. H., and Tune, R. D. Citizens in public education: five levels of participation. Community Education Journal, 1978, 6 (3).
- Keidel, G. E. Staffing and training. In H. W. Hickey, C. V. Voorhees, and Associates (Eds.), The role of the school in community education. Midland, Michigan: Pendell, 1969.
- Kerensky, V. M. and Melby, E. O. Education II: The social imperative. Midland, Michigan: Pendell, 1971.
- Kerensky, V. M. Correcting some misconceptions about community education. Phi Delta Kappan, 1972, 34 (3).

- Kerlinger, F. N. Foundations of behavioral research. New York: Holt, Rinehart and Winston, Inc., 1965.
- Kimbrough, R. Implications for collegiate teacher educators. Journal of Teacher Education, 1977, 28 (4).
- Latinecz, L. L. Community education in Canada. In T. L. Bernard, (Ed.), Community education in international perspective. East Longmeadow, Massachusetts: Celecon Corporation, 1979.
- Le Tarte, C. E. Your community councils - democratic involvement or deceptive indifference. In M. H. Kaplan and J. W. Warden (Eds.), Community education perspectives. Midland, Michigan: Pendell, 1979.
- Levin, H. M. (Ed.). Community control of schools. Washington, D. C.: The Brookings Institution, 1970.
- Lloyd, C. Woman sues North Vancouver School Board. Sunday News, July, 1979, A1.
- Logsdon, J. D. The "our school" concept. Community Education Journal, 1971, 1 (1).
- Malpass, D. Community schools - a concept going wrong. Recreation Canada, 1974, 55.
- Maurer, R. Native children's needs are being met. BCTF Newsletter, 1980 19, (9)
- McClusky, H. Y. The school in the community. Community Service News. Michigan: 1953, 11.
- McDowell, J. Parents should control education. The Vancouver Sun, October, 1979, A5.
- Melby, E. O. Approaches to role change in community education. Phi Delta Kappan, 1972, 34 (3).
- Melby, E. O. Community education can renew our faith. Community Education Journal, 1973, 3 (6).
- Minzey, J. D., and Olsen, C. R. An overview. In H. W. Hickey, C. Van Voorhees, and Associates (Eds.), The Role of the school in community education. Midland, Michigan: Pendell, 1969.
- Minzey, J. D. Community education: an amalgam of many views. Phi Delta Kappan, 1972, 34 (3).
- Minzey, J. D., and Le Tarte, C. E. From program to process. Midland, Michigan: Pendell, 1972.

- Minzey, J. D. Community education - another perception. Community Education Journal, 1974, 3
- Minzey, J. D. It takes people to make it happen. Community Education Journal, 1974, 4 (1).
- Minzey, J. D. Community education - another perception. Community Education Journal, 1974, 4.(3).
- Minzey, J. D., and Le Tarte, C. E. Community education: from program to process to practice. Midland, Michigan: Pendell, 1979.
- Mott, C. S. Foundation. News and announcements for your information. Flint, Michigan: 1977, 23 (2).
- Nance, E. E. and Pond, D. Community education: broad-based comprehensive community planning - The Tulsa Model. Leisure Today JOHPER, April 1974.
- Newmann, F. M. and Oliver, D. W. A proposal for education in community. National Elementary Principal, 1975, 54 (3).
- Newmann, F. M. and Oliver, D. W. Education and community. Harvard Educational Review, 1967, 1
- Olsen, E. G. Dare we develop a relevant curriculum? Community Education Journal, 1972, 2 (1).
- Olsen, E. G. Standing on the shoulders of pioneers. Community Education Journal, 1975, 5 (6).
- Olsen, E. G. and Clark, P. A. Life-centering education. Midland, Michigan: Pendell, 1977.
- Owens, R.G. Organizational behavior in schools. Englewood Cliffs, New Jersey: Prentice - Hall Inc., 1970.
- Parson, S. R. and Seay, M. F. Advisory councils in community education. In M.F. Seay and Associates. Community education: a developing concept. Midland, Michigan: Pendell, 1974.
- Parson, S. R. Involvement strategies in community education. In D. M. Schmitt and D. C. Weaver (Eds.), Leadership for community empowerment: a source book. Midland, Michigan: Pendell, 1979.
- Penfield, T. A. A synergistic approach working with people: a new role for teachers. Synergy '76, Eugene, Oregon: Oregon Parks and Recreation Society, Oregon Community Education Association, Oregon Association of Health, Physical Education and Recreation, 1976.

- Pennington, G. Teacher "Training" at U.B.C.: factory, friction, fustian (part 1): a brief to the joint board of teacher education. In Education Perspectives. University of British Columbia: Education Students' Association, December, 1979.
- Prout, P. F. Community schools in Canada. Toronto, Ontario: The Canadian Education Association, 1977.
- Prout, P. F. Bionic bodies or systematic programs: a decision in training. Community Education Journal, 1979, 6 (5).
- Roberts, D. J., and Tyler, K.K. Bridging the gap between schools and communities - the case for changes in attitudes. Journal of Research and Development in Education, 1977, 10 (2).
- Ruark, P. E. Community education: a comparative study of the learning climate. Unpublished doctoral dissertation, Miami University, 1973.
- Sandberg, J., and Weaver, D. Teachers as community educators: training in teacher education colleges. Journal of Teacher Education, 1977, 28 (4).
- Satterfield, J., and Boyer, J. Community education essential for teacher training. Community Education Journal, 1973, 3 (5).
- Schmitt, D. M. and Weaver, D. C. Leadership for community empowerment: a source book. Midland, Michigan: Pendell, 1979.
- Scigliano, V. S. A close encounter. In A report of a national charette on community colleges and community schools. Sponsored by the Laboratory for Community-Based Education Center for Higher Education. Nova University, Fort Lauderdale, Florida, 1978.
- Seay, M. F., and Wilkinson, J. A. Overcoming barriers to the development of community schools. In N. Henry (Ed.), National Society for the Study of Education: 52nd yearbook part II, the community school. Chicago: University of Chicago Press, 1953.
- Seay, M. F. and Associates. Community education: a developing concept. Midland, Michigan: Pendell, 1974.
- Showkeir, J. R. Tapping "older" energy resources: one of many undiscovered-unused community assets. Community Education Journal, 1974, 4 (3).
- Steele, M. Citizen participation in the planning/evaluation process. Community Education Journal. 1975, 5 (2).
- Stevens, J. Community schools - the trend and possible effects. Paper presented at the 51st convention of The Canadian Education Association, Regina, September 1974.

- Study of community education in region 5. Report 1. Components of exemplary community education programs in Michigan. Wisconsin State Department of Public Instruction, Madison, January, 1976.
- Stufflebeam, D. L., et al. Educational evaluation and decision-making. Phi Delta Kappa National Study Committee on Evaluation. Itasha, Illinois: F. E. Peacock Publishers, 1971.
- The Concise Oxford Dictionary. (Updated by Fowler, H. W., and Fowler, F. G.) Oxford: Clarendon Press, 1951.
- The teacher and community and community education: professional concerns. In A Conference Report: Community schools and classroom teachers. Workshop presented at the University of Oregon, 1975.
- Totten, W. F., and Manley, F. J. The community education concept and nature and function of the community school. Community Education Series Unit 101, Flint, Michigan: W. F. Totten, 1970.
- Totten, W. F. The community education approach to learning. The North Central Association Quarterly, Fall 1974, 49 (2).
- Tuckman, B. W. Conducting educational research. New York: Harcourt Brace Jovanovich, Inc., 1978.
- Udell, D. S., and Nance, E. E. Administrative alternatives: implementing community education. NASSP Bulletin, November, 1975, 22.
- Van Vorhees, C. Community education needs research for survival. Phi Delta Kappan, 1972, 34 (3).
- Warden, J. W. Community education: how community is it really? Leisure Today, JOHPER, April 1974.
- Warden, J. The curriculum of community education. Community Education Journal, 1975, 5 (6).
- Warden, J. Malpractice in community work. Unpublished paper, University of Virginia, Mid-Atlantic Center for Community Education, 1977.
- Watt, Le R., and Lisicich, P. A. Community education training programs in colleges and universities. A study and summary. Community Education Journal. 1975, 5 (3).
- Weaver, D. C. A case for theory development in community education. Phi Delta Kappan, 1972, 34 (3).
- Weaver, D.C., and Seay, M. F. Leadership training in community education. In M. F. Seay and Associates, Community education: a developing concept. Midland, Michigan: Pendell, 1974.

- Webster's New Collegiate Dictionary. Springfield, Massachusetts: G. and C. Merriam Co., 1979.
- Welty, G. Evaluation and planning in education: a community concern. In P. A. Taylor and D.W. Cowley, Readings in curriculum evaluation. Dubeque, Iowa: W. M. L. Brown Co., 1972.
- Whitt, R. L. Motivation and the community school. Community Education Journal, 1973, 3 (5).
- Wilder, L. R. Administrative roles in community education - the superintendent, the principal, the director. In D. M. Schmitt and D. C. Weaver (Eds.), Leadership for community empowerment: a source book. Midland, Michigan: Pendell, 1979.
- Wilson, G. T. Community education: some growing pains. Leisure Today, JOHPER, April 1974.
- Winecoff, L. Community councils: community education and curriculum change. Community Education Journal, 1974, 4 (3).
- Wood, G. J. Jr. The evaluation process: the place to start is with the groundwork. Community Education Journal, 1975, 5 (2).
- Wood, G. C. Jr. Operationalizing community education - the open systems community education concept. In D. M. Schmitt and D. C. Weaver (Eds.), Leadership for community empowerment: a source book. Midland, Michigan: Pendell, 1979.
- Worthen, B. R. and Sanders, Jr. R. Educational evaluation: theory and practice. Belmont, California: Wadsworth, 1973.

APPENDIX A

SUPREME COURT JUDGMENT FOR COMMUNITY SCHOOLS IN NORTH VANCOUVER

IN THE SUPREME COURT OF BRITISH COLUMBIA

RE: BOARD OF TRUSTEES OF SCHOOL
DISTRICT NO. 44 (NORTH VANCOUVER)

BETWEEN:

ARLENE BELL

PETITIONER

AND:

THE BOARD OF TRUSTEES OF SCHOOL
DISTRICT 44 (NORTH VANCOUVER)

RESPONDENT

REASONS FOR JUDGMENT

OF THE HONOURABLE

MR. JUSTICE MUNROE

for the Petitioner;

for the Respondent;

September 5, 1979.

These proceedings are brought under the Judicial Review Proceedings Act for the determination of a point of law.

The petitioner, a ratepayer and elector in the District of North Vancouver, seeks a declaration of the Court that the employment of Community School Coordinators established by the respondent is ultra vires, an order prohibiting the respondent from paying school board funds to Community School Coordinators, an order quashing resolution C4 adopted by the respondent on April 24, 1979, and an order prohibiting the respondent from employing a coordinator of Community School Coordinators, and for costs.

The resolution in question reads as follows:

"That the Board continue provision of full-time Community School Coordinators as at present for all Board-approved Community Schools."

Community education is an educational process which serves all age groups in the community by developing educational, social and recreational programmes and services needed or desired by students, teachers and residents. Does the Public Schools Act authorize the respondent to provide financial support for the development of such Community Schools? That is the issue requiring determination upon this application.

Sec. 163 (j) of the Public Schools Act enacts as follows:

"The Board of a school district may authorize the establishment and maintenance of education programmes in day or night schools for the instruction of persons of fifteen years of age and upwards who desire to obtain instruction in ordinary courses of study prescribed for the public schools, or in industrial arts, or home economics, or in agricultural, commercial, technical, vocational, or any other subject deemed desirable by the Board and approved by the Ministry of Education..."
(Emphasis added.)

It is the submission of the respondent that this sub-section authorizes the respondent to establish and provide financial support for the Community School programmes in question. The petitioner submits otherwise. Counsel for the petitioner submits that the words underlined above are restricted by the context in which they appear to the same genus as the specific words that precede them; in other words, they are subject to the ejusdem generis doctrine. I reject that submission because, I hold, the doctrine has no application where, as here, there is no common category into which all the preceding specific words fall. The doctrine must give way to the general purpose and intent of the legislative enactment under consideration. Light may be thrown on the meaning of a provision by viewing it in its original context and tracing it through its changes in text and context. The antecedent statute (1948 Sec. 137) does not contain the words above underlined. The addition of those words in the existing legislation

indicates the intention of the Legislature to enlarge the powers of school boards and should be given such fair, large, and liberal construction and interpretation as best answers the attainment of its objects.

In the result, I hold that, subject to approval by the Ministry of Education, the respondent has the power under the Public Schools Act to authorize the establishment and maintenance of any Community Schools education programme which it deems desirable for the instruction of persons of fifteen years of age and upwards and to use school board funds for that purpose.

The petition is dismissed with costs.

(sgd)

Vancouver, B. C.

September 10, 1979.

APPENDIX B

SCHOOL DISTRICT NO. 44 (NORTH VANCOUVER) POLICY 1200

SCHOOL DISTRICT NO. 44 (NORTH VANCOUVER)POLICY

ADOPTED: May 27, 1974

COMMUNITY EDUCATION AND COMMUNITY SCHOOLS

The North Vancouver Board of School Trustees endorses the concept of community education and supports and encourages the development of community schools throughout the school district.

Community Education is an educational process which serves all age groups in the community. The total resources of the community are employed to develop programs and services needed or desired by students, teachers, and residents.

The Board supports and encourages the development of comprehensive educational - social - recreational programs at each community school, resulting from joint community school planning. To this end the Board enlists the active involvement of municipal councils.

Specifically, the Board supports the following basic objectives:

- the development of an effective organization for community school involvement;
- the development of a working relationship with private and public agencies;
- the effective utilization of school facilities for all age groups;
- the promotion of volunteer leadership in all phases of the program;
- the use of the total community, wherever appropriate, as a resource for the development of curricula.

The Board shall provide financial support for the development of Community Schools.

APPENDIX C
COMMUNITY SCHOOL REVIEW

COMMUNITY SCHOOL REVIEW

BACKGROUND

In August of 1978, the Board of School Trustees indicated its intention to review policy concerning operation of community schools. The direction of the Board was that a committee of trustees, with a member of the Administration, would highlight the issues and present alternatives or recommendations for the Board to consider.

The terms of reference for that review were stated as follows:

To review policy and approach concerning operation of community schools in North Vancouver, with particular reference to the following issues:

- 1. Consideration and possible revision of the existing policy statement to clarify primary purposes of community schools, and future intentions of the Board;*
- 2. Financial commitments involved, and possible alternatives but less costly means of meeting the same objectives in present and/or future community schools;*
- 3. Means of encouraging parent participation in all schools;*
- 4. Review of role of the community school co-ordinator, and consideration of the possibility of position being filled by non-teaching personnel, or eliminated entirely.*

The resulting committee, consisting of D. Burbidge (Chairman), V. Smelovsky, C. Adkins, and R. Wickstrom, have met to discuss the matter, and have produced the present statement for discussion.

CURRENT SITUATION

Community Schools, first initiated by the Board in 1971 at Queen Mary School, now include 7 elementary schools, plus the projected secondary school in the Seymour area. The current policy statement, approved by the Board in 1974, states as follows:

COMMUNITY EDUCATION AND COMMUNITY SCHOOLS

The North Vancouver Board of School Trustees endorses the concept of community education and supports and encourages the development of community schools throughout the School District.

Community Education is an educational process which serves all age groups in the community. The total resources of the community are employed to develop programs and services needed or desired by students, teachers and residents.

The Board supports and encourages the development of comprehensive educational - social - recreational programs at each community school, resulting from joint community school planning. To this end the Board enlists the active involvement of municipal councils.

Specifically, the Board supports the following basic objectives:

- the development of an effective organization for community school involvement;
- the development of a working relationship with private and public agencies;
- the effective utilization of school facilities for all age groups;
- the promotion of volunteer leadership in all phases of the program;
- the use of the total community, wherever appropriate, as a resource for the development of curricula.

The Board shall provide financial support for the development of Community Schools.

In establishing a community school, the usual procedure has been that a group of parents and/or community members form an active group with staff at the school, assess community need and interest, and submit a formal request to the Board for designation as a community school. If the Board approves such a request, the school is provided with an extra teaching staff member who is designated a Community School Co-ordinator, and a limited number of additional hours (10) of clerical time is made available to assist in

carrying out programs. The additional costs, including extra staff, maintenance, and supplies are estimated at approximately \$35,100 per community school in 1978.

OPTIONS FOR THE FUTURE

The Review Committee has considered the terms of reference of the present review, with the intent of proposing options or alternatives for the future. Those options are outlined below with respect to each of the four major issues identified.

ISSUE #1: Primary Purposes - "Consideration and possible revision of the existing policy statement to clarify primary purposes of community schools, and future intentions of the Board."

Several options are available to the Board:

1. Proceed with implementation of the present policy; i.e., continue to accept the broad definition of purposes contained in the policy, and extend the community school designation to other schools as such is requested.
2. Change toward a more narrow definition of the community school concept. For example, the purpose might be limited to:
 - (a) Providing maximum opportunity for parents surrounding a school to become involved, either directly or through representatives, in school policies concerning curriculum, instruction, resource allocation, and evaluation of school program. The emphasis would be placed on establishing a relationship between school and parents;
 - (b) Providing opportunity as in (a) above, not only to parents but to all community members;
 - (c) Provision of adult education classes to the community;
 - (d) Considering the school staff and building as an available resource, but expecting responsibility and initiative for activity to rest with other community agencies;

-4-

- (e) Considering the community school concept to be appropriate on a regional basis within the School District, rather than at every school.
3. Change the policy to one which provides only moral, but no financial support, to community education.
 4. Accept the current philosophy, but include in the policy an indication that expansion will be undertaken only "as funds are available".
 5. Discontinue the Board's commitment to community schools. The resulting financial savings in the District would approximate \$246,000 per year, which represents approximately six-tenths of 1% of the District's Operating Budget in 1978.

ISSUE #2: Funding - "Financial commitments involved, and possible alternative but less costly means of meeting the same objectives."

An historical perspective is important in this area, since the Board began significant funding of community schools on the understanding, or in the hope, that the provincial government would recognize the need and share the costs. Since there is at present no indication that such assistance will be made available, several alternatives can be considered:

1. Consolidate community schools, with one co-ordinator being shared among two or more schools. Presumably this could reduce the Board's financial commitment by approximately 50%.
2. Attempt to shift the financial commitment to other agencies such as the Recreation Commission, or municipal authorities.
3. Shift co-ordinating and program responsibilities to the Adult Education Department, with all programming done through a staff co-ordinator employed there, rather than in each school. Estimates of cost changes with such a change are difficult to determine, but presumably present costs could be reduced up to 80%.
4. Reduce the staff involved, either gradually or suddenly, with a greater dependence on volunteer co-ordinators at each school.

5. Limit development of community schools to the present complement.

ISSUE #3: Parent Participation - "Means of encouraging parent participation in all schools."

One obvious means open to the Board in this area would be a policy statement encouraging or requiring formation of advisory councils at each school, and establishing guidelines for their operations. Other options include provision of written materials and conferences for staff on means of developing a closer liaison between schools and their parents.

ISSUE #4: Role of Co-ordinators - "Review of role of the Community School Co-ordinator, and consideration of the possibility of the position being filled by non-teaching personnel, or eliminated entirely."

Among the alternatives in this area must be included:

1. Continue the role as present, related directly to the existing policy, i.e., the co-ordinator fills a very broad role relative to community organization, agency relationships, facility utilization, leadership promotion, and curriculum development.
2. Change to a more restrictive role, emphasizing such functions as adult education only, resource development of curriculum only, or recreational efforts only. If for example, the emphasis is placed on recreation or community organization, then there may also be an accompanying shift toward employing a non-teacher to fill the role. Such a change does not necessarily represent any modification in costs.
3. Provide the position at each community school, but permit the local community to determine the nature of the role, and thus the type of personnel which can best fill the role.
4. Eliminate the position (or reduce the number of such), with the expectation that the role can be handled by a combination of effort from volunteers in the community, existing school staff, or the Adult Education Department.

Respectfully submitted,

M. Burbidge, Chairman

V. Smelovsky

C. Adkins

R. Wickstrom

/pm

78.12.12

APPENDIX D

SCHOOL DISTRICT NO. 44 (NORTH VANCOUVER)

COMMUNITY SCHOOLS REVIEW

SCHOOL DISTRICT NO. 44 (NORTH VANCOUVER)

Schedule.....

of the

Administrative Memorandum

Meeting Date: April 10, 1979 * Board Committee

Topic (as per the Memorandum): Community Schools Review

Narration:

Attached is the report from the Community Schools Review Committee. Presumably the Board will wish to deal with recommendations individually.

Depending upon decisions reached, the current policy statement (#1220) may also require re-consideration. It is therefore attached.

Other Documents

* Attached

Not Applicable

COMMUNITY SCHOOLS REVIEW

Background

In January of 1979 the Board arranged for wide distribution throughout the District of a statement outlining issues and alternatives concerning community schools. Written submissions relative to that statement were invited as a means of obtaining community reaction and ideas for Board deliberation.

A considerable amount of interest was evidenced in the topic. Approximately 425 submissions were received, about 350 of which were signed copies of a duplicated statement of opposition to community schools. Another 75 were briefs or letters of varying length from individuals and groups, both in favor and in opposition, many containing thoughtful analyses and statements.

A committee consisting of D. Burbidge (chairman), V. Smelovsky, D. Craig, and R. Wickstrom, with the assistance of R. Dick, has reviewed and discussed thoroughly the contents of these submissions, and now presents recommendations to the Board concerning the future of community schools in the District.

Major Issues

While trustees may wish to review the complete texts of submissions received, several comments can be made concerning issues raised in the briefs, or in committee discussions. These issues are identified below, not necessarily in order of importance.

1. A substantial body of support exists for continuation of present policy and practice concerning community schools. This support, particularly evident among present participants in community school activity, seem based on a variety of purposes and outcomes, including specific recreational and educational courses, increased parental interest in education, and the development of community identification.

2. Considerable opposition to the present approach also exists. A primary basis of that opposition seems to reside in the issue of whether educational tax funds should be used for such purposes. Opponents question the need for such expenditures, and express alarm at the possibility of further increases. Others, while possibly accepting the purpose and usefulness of community schools, are simply doubtful whether the benefits warrant the cost, or whether the results meet the expectations.
3. Another significant issue concerns the equity of present practice. The argument, in this case, is concerned not with the value of community schools, but with the unfairness of some communities having such service at public expense, while others do not. If community schools are to be considered a Board priority, so that argument goes, then surely provision must be made for continued expansion.
4. Over the past year, this Board has expressed its concern over evident inadequacies in the Public Schools Act relative to the operation of community schools. The legal opinion of the Board's solicitor, as well as similar reviews elsewhere, suggests that the Board's legal mandate may be exceeded in certain circumstances. In essence, a school board is entitled to carry out activities which are basically instructional, or are necessary for the instructional program to continue. Since there appears little likelihood of immediate legislative change, it is necessary for activities of community schools and their co-ordinators to be governed by this distinction. Furthermore, present provision of free rentals to the community in all schools may be in considerable jeopardy. These concerns may be alleviated in the event that appropriate funding can be obtained from other municipal bodies to cover the costs.

Recommendations

1. Legal Position

Rec. #1: That the Board confirm its intentions to have community schools governed by current interpretations of the Board's legal mandate, and direct the Superintendent to review all activities with principals and co-ordinators in this respect.

Rec. #2: That, since the focus of community school activity must be confined to activities of an instructional nature, the Superintendent be requested to consider over coming months, a possible re-organization which might include community education with the adult education department.

Rec. #3: That the impact of possible outside funding on the Board's legal position be investigated.

2. Community School Co-ordinators

By far the most significant financial issue, both now and in the future, concerns the Board's intentions relative to providing co-ordinators at community schools. It seems essential, therefore, that this matter be settled.

Rec. #4: That the Board make a definite decision among one of the following alternatives for provision of community school co-ordinators:

- a. Continue provision of full-time co-ordinators as at present for all Board-approved community schools;
- b. Reduce provision of co-ordinators to half-time, effective Sept/79, for all Board-approved community schools;
- c. Discontinue the position, but make available limited funds under the Educational Leadership allocation to any school wishing to designate a staff member as a co-ordinator of student/parent activities, with an additional salary allowance or release time;

- d. Alter the position of the co-ordinator from a school role to a zonal role;
- e. Discontinue the position entirely.

3. Funding

Rec. #5: That the Board make presentations to the City and District Councils and the Recreation Commission for funding of school rentals and community schools.

Rec. #6: That the Board consider the re-establishment of user fees to cover those overhead costs of rentals and/or community schools which cannot be covered by grants from other overhead agencies.

Rec. #7: That a Trust account be established for accounting of Board revenue and expenditures for community schools.

4. Objectives and Roles.

Rec. #8: That the Board's policy statement on community schools and the roles of co-ordinators be re-assessed on the basis of Board decisions on the above recommendations, and with due regard to the legal mandate of the Board, and further, that consideration be given to the development of an evaluation process for community schools.

5. Parent Participation

Rec. #9: That the Supt. be directed to initiate drafting of a policy statement providing encouragement and guidelines for parent advisory councils.

Respectfully submitted,

Community School
Review Committee

D. Burbidge, chairman
D. Craig
V. Smelovsky
R. Wickstrom

SCHOOL DISTRICT NO. 44 (NORTH VANCOUVER)POLICY

Approved: 74 5 27

Reviewed: 77 10 24

COMMUNITY EDUCATION AND COMMUNITY SCHOOLS

The North Vancouver Board of School Trustees endorses the concept of community education and supports and encourages the development of community schools throughout the school district.

Community Education is an educational process which serves all age groups in the community. The total resources of the community are employed to develop programs and services needed or desired by students, teachers, and residents.

The Board supports and encourages the development of comprehensive educational - social - recreational programs at each community school, resulting from joint community school planning. To this end the Board enlists the active involvement of municipal councils.

Specifically, the Board supports the following basic objectives:

- the development of an effective organization for community school involvement;
- the development of a working relationship with private and public agencies;
- the effective utilization of school facilities for all age groups;
- the promotion of volunteer leadership in all phases of the program;
- the use of the total community, wherever appropriate, as a resource for the development of curricula.

The Board shall provide financial support for the development of Community Schools.

1200

(formerly 1330)

APPENDIX E

INTERVIEW QUESTIONS RELATING TO COMMUNITY
EDUCATION IN BRITISH COLUMBIA

INTERVIEW QUESTIONS RELATING TO COMMUNITY EDUCATION
IN BRITISH COLUMBIA

183

1. How do you define community education and community development?
2. What are the biggest problems in B. C. education and community education?
3. What are some of the important questions that need to be asked about education, community education, and community involvement?
4. What, to you, is the most exciting part of community involvement/ community education? What do you see as its greatest potential value?
5. What views, if any, do you have about the involvement of the provincial and federal governments in the development of community education and community involvement at the local level?
6. Have there been major mistakes made in the development of the community education concept in B.C.? If so, what were they?
7. Recognizing that there are major inhibitors to community involvement such as professionalism, unionism, elitism, traditional thinking, affluence, bureaucracy, and fear of change... how, if at all, is it possible to achieve worthwhile community involvement at the local level? What are some of the ways that should be taken or are being taken to overcome these obstacles?
8. When, how and for what reasons did you get involved in this field?
9. What, to you, is the single best example of community education in B. C.? What are some other good "programs"?
10. What important steps can a teacher such as myself take to initiate, develop, or at least support the concept of 'community education'?
11. In the areas where community education and community involvement exist in B. C., how did it get started? Who or what was the initiator? What were some of the key steps in its evolution?
12. Where does community involvement in B. C. stand at the moment? Growing, declining, dormant, future?
13. In your opinion, is there a specific community development approach or strategy which needs to be employed in order to get parents, teachers, children, agency workers, and others involved in their own lives and their own education?
14. How have specific B. C. groups reacted to the notion of community involvement in schools? i.e., teachers' unions, school principals and other administrators, agency workers, colleges, and universities?

15. How can the general level of awareness and understanding of community education be improved? How can people within and without the field come to communicate more effectively?
16. If there is one piece of advice you had to offer an overseas visitor about the development of community involvement in schools, what would it be?
17. Many people say that they place great value on the 'process' part of community education and community involvement. What do you understand this term to mean?
18. Who are some of the key figures, both positive and negative, on the community education/involvement scene in B.C.?
19. Has there been difficulty in this province in reconciling the work of the volunteers and the paid employees? If there have been difficulties, how have they been overcome?
20. Will you please outline your work briefly and describe some of the ways your agency is attempting to get at these problems and issues?
21. Other comments, suggestions, questions related to community education and community involvement.

APPENDIX F

COVER LETTERS AND QUESTIONNAIRE TO DETERMINE
PERCEIVED PROBLEMS RELATIVE TO THE DEVELOPMENT
OF COMMUNITY EDUCATION



SIMON FRASER UNIVERSITY, BURNABY, B.C., CANADA V5A 1S6
FACULTY OF EDUCATION; 291-3395

November 28, 1979

Dear Friend:

I am a student currently enrolled in a master's degree program in the Faculty of Education at Simon Fraser University. My particular interest lies in the field of Community Education.

Over the past few months I have been studying certain aspects of the community education concept in Australia and in British Columbia. At the present time my study is focussing upon problems perceived to be inhibitors to the development of a community education concept at the school district level.

Dr. Rod Wickstrom, Superintendent of Schools, has given me permission to pursue my studies in this school district.

Attached to this letter is a questionnaire which has been designed to gather opinions about problems which may be inhibitors to the development of community education in your particular school or district. Maximum response to the questionnaire is considered to be of utmost importance if a realistic picture of the existing community education scene is to be obtained. To this end you are urged to co-operate by responding candidly to each questionnaire item.

To facilitate data processing I should be most grateful if you would complete the questionnaire by Thursday December 13. A sealed box has been placed in the school office for questionnaire returns. Responses will be treated confidentially and at the conclusion of the data analysis period your questionnaire will be destroyed.

Thank you very much for your co-operation.

Yours sincerely,

Mary Nuttall

MN: mh

Enc.





SIMON FRASER UNIVERSITY, BURNABY, B.C., CANADA V5A 1S6
FACULTY OF EDUCATION; 291-3395

January 10, 1980

Dear

During the first week of December a questionnaire seeking your opinions on perceived problems relative to the development of community education was delivered to you. You will recall that Dr. Rod Wickstrom, Superintendent of Schools, has given his support to the study.

In order for the results of the study to be truly representative of the opinions of selected community educators it is very important that each questionnaire be completed and returned. Unfortunately, I have not yet received your completed questionnaire. In the event that your questionnaire has been misplaced, a replacement is enclosed.

I should be most grateful if you would complete the questionnaire by Friday, January 19. Your sealed response may be placed in the large return envelope in the school office.

Thank you very much for your cooperation. Very best wishes for the New Year.

Yours sincerely,

Mary Nuttall

/rbg
Encl.





SIMON FRASER UNIVERSITY, BURNABY, B.C., CANADA V5A 1S6
FACULTY OF EDUCATION; 291-3395

January 28, 1980

Dear

Early in December a questionnaire seeking your opinion on perceived problems relative to the development of community education was delivered to you. You will recall that Dr. Rod Wickstrom, Superintendent of Schools, has given his support to the study.

In order for the results of the study to be truly representative of the opinions of selected educators it is very important that each questionnaire be completed and returned.

If you have already completed your questionnaire, thank you most sincerely. If not, I should be very grateful if you could complete it by February 6, 1980 and return it to me in the stamped-addressed envelope.

Please know that the results of the study will be made available to you.

Thank you very much for your co-operation. Very best wishes for the New Year.

Yours sincerely,

Mary Nuttall



QUESTIONNAIRE TO DETERMINE PERCEIVED PROBLEMS RELATIVE
TO THE DEVELOPMENT OF COMMUNITY EDUCATION

1. PLEASE ENTER A CHECK MARK IN THE APPROPRIATE SPACE
FOLLOWING EACH ITEM.

CODING COLUMN

Please do not write
or place marks in
this column.

SEX

Male 1
Female 2

FORMAL EDUCATION
(record highest
level attained)

Teaching Certificate 1
Bachelor's Degree 2
Master's Degree 3
Doctoral Degree 4

FORMAL
TRAINING
IN COMMUNITY
EDUCATION

Basic course(s) in
Community Education 1

Advanced course(s)
in Community
Education 2

Undergraduate degree
in Community
Education 3

Graduate degree
in Community
Education 4

Other training
programs in
Community Education 5

COMMUNITY EDUCATION
CONFERENCES/WORKSHOPS
ATTENDED

None 1
1 - 3 2
4 - 6 3
7 - 10 4
10 + 5

(1-10)

(11)

(12)

(13)

(14)

(15)

(16)

(17)

(18-19)

CODING COLUMN

Please do not write or place marks in this column.

PRESENT ROLE

- Teacher
- Community School Co-ordinator
- Principal
- School Trustee
- School District Administrator

SCHOOL EXPERIENCE

- Less than 1 year
- 1 - 3 years
- 4 - 6 years
- 7 - 9 years
- Over 10 years

- a. In community schools
- b. In non-community schools
- c. In present school
- d. In present grade

PRESENT TEACHING LEVEL (Teachers only)

- K
 - 1
 - 2
 - 3
 - 4
 - 5
 - 6
 - 7
- (Check all grades which apply)

(20)
(21)
(22)
(23)
(24)
(25)

2. FOLLOWING ARE STATEMENTS WHICH REPRESENT PROBLEMS PERCEIVED TO BE INHIBITORS TO THE DEVELOPMENT OF COMMUNITY EDUCATION.

Special Note Teachers, principals and community school co-ordinators, please **circle** the response which most accurately reflects your opinion about each problem in relation to your community school.

Special Note School trustees and school district administrators please **circle** the response which most accurately reflects your opinion about each problem in relation to your school district.

SA means that you strongly agree with the statement.

A means that you agree with the statement.

UN means that you are undecided about the statement.

D means that you disagree with the statement.

SD means that you strongly disagree with the statement.

A. THE FOLLOWING PROBLEMS RELATE TO THE COMMUNITY EDUCATION CONCEPT.

Lack of understanding about the community education concept demonstrated by the following groups:

parents	SA	A	UN	D	SD	(26)
teachers	SA	A	UN	D	SD	(27)
principals	SA	A	UN	D	SD	(28)
agency workers	SA	A	UN	D	SD	(29)
community members	SA	A	UN	D	SD	(30)
school board trustees	SA	A	UN	D	SD	(31)
school board administrators	SA	A	UN	D	SD	(32)
provincial government personnel	SA	A	UN	D	SD	(33)
university faculties	SA	A	UN	D	SD	(34)

Lack of dedication to the community education concept displayed by the following groups:

parents	SA	A	UN	D	SD	(35)
teachers	SA	A	UN	D	SD	(36)
principals	SA	A	UN	D	SD	(37)
agency workers	SA	A	UN	D	SD	(38)
community members	SA	A	UN	D	SD	(39)
school board trustees	SA	A	UN	D	SD	(40)
school board administrators	SA	A	UN	D	SD	(41)
provincial government personnel	SA	A	UN	D	SD	(42)
university faculties	SA	A	UN	D	SD	(43)

Hasty implementation of the community education concept. SA A UN D SD (44)

Lack of consensus about what constitutes a community school. SA A UN D SD (45)

Lack of significant differences between community and non-community schools. SA A UN D SD (46)

B. THE FOLLOWING PROBLEMS RELATE TO COMMUNITY/SCHOOL INVOLVEMENT.

Lack of trust, relative to community/school affairs between and among groups within the community. SA A UN D SD

(47)

Lack of parental participation in community/school affairs. SA A UN D SD

(48)

Lack of community participation in community/school affairs. SA A UN D SD

(49)

Lack of opportunities for the following groups to make significant contributions to the development of community education:

senior citizens SA A UN D SD

(50)

school-age students SA A UN D SD

(51)

ethnic minorities SA A UN D SD

(52)

economically disadvantaged groups SA A UN D SD

(53)

Transience of families living in school districts. SA A UN D SD

(54)

Variance of lifestyles among community members. SA A UN D SD

(55)

Lack of volunteers. SA A UN D SD

(56)

Lack of confidence by the general community in the public school system. SA A UN D SD

(57)

C. THE FOLLOWING PROBLEMS RELATE TO COMMUNITY SCHOOL PERSONNEL.

Lack of precise role descriptions for the following groups:

principals SA A UN D SD

(58)

teachers SA A UN D SD

(59)

community school co-ordinators SA A UN D SD

(60)

volunteers SA A UN D SD

(61)

Lack of preliminary and on-going in-service training for community school personnel.

SA A UN D SD

(62)

Lack of support for community school personnel from central office administration.

SA A UN D SD

(63)

Community school teachers' preservation of traditional teaching methods.

SA A UN D SD

(64)

Overextension of dedicated community school personnel (both salaried and volunteers).

SA A UN D SD

(65)

D. THE FOLLOWING PROBLEMS RELATE TO LEGISLATION AND GOVERNMENT SUPPORT.

Lack of specific legislation for community schools.

SA A UN D SD

(66)

Maintenance of a non-committal attitude towards community schools by the Ministry of Education.

SA A UN D SD

(67)

Failure by the Provincial Government to make funds available on a continuing basis for:

(i) research into community education

SA A UN D SD

(68)

(ii) local initiatives in community schools

SA A UN D SD

(69)

Ministerial policies which centralize education.

SA A UN D SD

(70)

E. THE FOLLOWING PROBLEMS RELATE TO PROCESS IN COMMUNITY SCHOOLS.

Lack of opportunities for community members to share in decision-making.

SA A UN D SD

(71)

Reluctance of bureaucracies to relinquish power to community schools.

SA A UN D SD

(72)

Lack of networks of community resources between schools and communities.

SA A UN D SD

(73)

Inappropriate and ineffective processes and channels of communication within the community.

SA A UN D SD

(74)

Community pressure groups' inhibiting influence.

SA A UN D SD

(75)

Lack of strong leadership in implementing the community education concept.

SA A UN D SD

(76)

Lack of opportunities for community members to assume leadership roles.

SA A UN D SD

(77)

Lack of personal advocacy for community education by community educators.

SA A UN D SD

(78)

Lack of representativeness of community school councils.

SA A UN D SD

(79)

Use of professional language (jargon) which confuses community members.

SA A UN D SD

(80)

F. THE FOLLOWING PROBLEMS RELATE TO CURRICULUM.

Failure to integrate curriculum experiences with community life.

SA A UN D SD

(81)

Underutilization of community resources.

SA A UN D SD

(82)

Lack of awareness and understanding re the potential of community-centred curriculum models.

SA A UN D SD

(83)

Existence of the British Columbia Government's Core Curriculum.

SA A UN D SD

(84)

Emphasis placed upon specialization within curriculum areas.

SA A UN D SD

(85)

Emphasis placed upon competition
within curriculum offerings.

SA A UN D SD

(86)

Community school teachers'
preservation of traditional
curriculum content.

SA A UN D SD

(87)

G. THE FOLLOWING PROBLEMS RELATE TO PLANNING AND POLICIES.

Lack of initial planning and joint
sharing of responsibility for
community education among municipal
councils, school boards, central
office administration, community
schools, agencies, and members of
the community.

SA A UN D SD

(88)

Adoption of community education
models developed in the United
States or elsewhere.

SA A UN D SD

(89)

Lack of specific frames of
reference for community schools.

SA A UN D SD

(90)

Lack of long range planning for
development of the community
education concept.

SA A UN D SD

(91)

Neutral stand taken by district
school administrators towards
development of community schools.

SA A UN D SD

(92)

Declining school enrolments.

SA A UN D SD

(93)

Lack of genuine desire for
community schools by the
community at large.

SA A UN D SD

(94)

Lack of initiatives by
universities in developing
community education courses
and programs, leadership, and
research support.

SA A UN D SD

(95)

Lack of ongoing consultative
services for community school
personnel.

SA A UN D SD

(96)

H. THE FOLLOWING PROBLEMS RELATE TO EVALUATION AND RESEARCH.

Lack of formative and summative evaluation to determine the worth of community schools and community school programs.

SA A UN D SD

(97)

Failure by community school personnel to refer to and learn from evaluation models and studies in the field of community education.

SA A UN D SD

(98)

Failure by community schools to meet needs of large sectors of the community.

SA A UN D SD

(99)

Lack of adequate research on the outcomes of community schools.

SA A UN D SD

(100)

I. PLEASE ADD STATEMENTS WHICH HAVE NOT BEEN MADE AND WHICH YOU PERCEIVE TO BE INHIBITORS TO THE DEVELOPMENT OF COMMUNITY EDUCATION IN YOUR COMMUNITY SCHOOL OR SCHOOL DISTRICT.

SA A UN D SD

(101)

SA A UN D SD

(102)

SA A UN D SD

(103)

SA A UN D SD

(104)

PLEASE USE OVERSIDE OF PAGE IF NECESSARY FOR ADDITIONAL COMMENTS.

APPENDIX G

RANK ORDER FOR PRINCIPALS' PERCEPTIONS OF
MOST CRITICAL PROBLEMS

Table 31

Rank Order for Principals' Perceptions of Most Critical Problems

Questionnaire Items	A %	UN %	D %	n
31 #7 understanding - school board administrators	100			7
6 #8 understanding - government	100			7
27 #16 dedication - school board administrators	100			7
8 #17 dedication - government	100			7
4 #41 legislation	100			7
1 #42 attitude	100			7
3 #43 funding - research	100			7
2 #44 funding - local initiatives	100			6
5 #45 centralization	86		14	7
10 #66 long-range planning	86		14	7
10 #67 stand.-district school administrators	86	14		7
6 #75 research	86		14	7
24 #5 understanding-community	71	14	14	7
29 #15 dedication - trustees	71		29	5
11 #37 training	71	14	14	7
12 #40 overextension-personnel	71	14	14	7
13 #47 power	71		29	7
14 #57 resources	71		29	7

Questionnaire Items	A %	UN %	D %	n
11 #63 initial planning	71	14	14	7
7 #72 evaluation	71	14	14	7
37 #73 evaluation models/ studies	71	14	14	7
27 #2 understanding - teachers	57		43	7
31 #14 dedication - community	56	14	29	7
15 #29 transience	57	14	29	7
21 #1 understanding - parents	43		57	7
38 #3 understanding - principals	43		57	7
30 #6 understanding - trustees	43	14	43	7
31 #9 understanding - universities	43	43	14	7
35 #11 dedication - teachers	43	14	43	7
31 #18 dedication - universities	43	43	14	7
30 #19 implementation	43		57	7
12 #58 curriculum models	43	14	43	7
39 #74 community needs	43	14	43	7
43 #12 dedication - principals	29		71	7
11 #20 consensus - community schools	29	14	57	7
29 #21 differences - community non-community schools	29	14	57	7
9 #25 senior citizens	29	29	43	7

Questionnaire Items	A %	UN %	D %	n
22 #30 lifestyles	29	14	57	7
46 #4 understanding - agencies	14	14	71	7
33 #10 dedication - parents	14		86	7
23 #69 desire for community schools	14	29	57	7
49 #13 dedication - agencies		29	71	7

APPENDIX H

RANK ORDER FOR COMMUNITY SCHOOL CO-ORDINATORS'
PERCEPTIONS OF MOST CRITICAL PROBLEMS

Table 32

Rank Order for Community School Co-ordinators' Perceptions of Most Critical Problems

Questionnaire Items	A %	UN %	D %	n
8 #17 dedication - government	100			7
12 #40 overextension - personnel	86		14	7
4 #41 legislation	86	14		7
1 #42 attitude	86	14		7
3 #43 funding - research	86	14		7
2 #44 funding - local initiatives	86	14		7
11 #63 initial planning	86	14		7
10 #66 long-range planning	86	14		7
6 #75 research	86	14		7
6 #8 understanding - government	83	17		6
29 #15 dedication - trustees	71		29	6
11 #20 consensus - community schools	71		29	7
9 #25 senior citizens	71		29	7
11 #37 training	71		29	7
5 #45 centralization	71		29	7
12 #58 curriculum models	71	14	14	7
10 #67 stand. district school administrators	71		29	7
31 #9 understanding - universities	67	33		6

Continuation Table 32

Questionnaire Items	A %	UN %	D %	n
31 #18 dedication - universities	67	33		6
31 #14 dedication - community	57	14	29	7
27 #16 dedication - school board administrators	57		43	7
22 #30 lifestyles	57	14	29	7
14 #57 resources	57	29	14	7
7 #72 evaluation	57	29	14	7
21 #1 understanding - parents	50	17	33	6
31 #7 understanding - school board	50		50	6
27 #2 understanding - teachers	43	14	43	7
35 #11 dedication - teachers		14	43	7
30 #19 implementation - community education	43	14	43	7
13 #47 power	43		57	7
23 #69 desire for community schools	43	14	43	7
38 #3 understanding - principals	33	17	50	6
39 #74 community needs	33	33	33	6
24 #5 understanding - community	29	14	57	7
30 #6 understanding - trustees	29		71	7
33 #10 dedication - parents	29		71	6

Continuation Table 32

Questionnaire Items	A %	UN %	D %	n
43 #12 dedication - principals	29		71	7
15 #29 transience	29	14	57	7
37 #73 evaluation models/ studies	29	29	43	7
46 #4 understanding - agencies	14	29	57	7
29 #21 differences community/non- community schools	14	29	57	7
49 #13 dedication - agencies	29		71	7

APPENDIX I

RANK ORDER FOR SCHOOL TRUSTEES' PERCEPTIONS OF
MOST CRITICAL PROBLEMS

Table 33

Rank Order for School Trustees' Perceptions of Most Critical Problems

Questionnaire Items	A %	UN %	D %	n
4 #41 legislation	86		14	7
1 #42 attitude	86		14	7
3 #43 funding - research	86		14	7
2 #44 funding - local initiatives	86		14	7
13 #47 power	86		14	7
8 #17 dedication - government	83		17	6
6 #8 understanding - government	71		29	7
5 #45 centralization	71		29	7
12 #58 curriculum models	71	14	14	7
9 #25 senior citizens	67	17	17	6
10 #66 long-range planning	67		33	6
10 #67 stand. district school administrators	67	17	17	6
23 #69 desire for community schools	67	17	17	6
6 #75 research	67	17	17	6
27 #2 understanding - teachers	57	14	29	7
38 #3 understanding - principals	57	14	29	7
31 #18 dedication - universities	50	33	17	6
11 #20 consensus - community schools	50	33	17	6

Continuation Table 33

Questionnaire Items	A %	UN %	D %	n
22 #30 lifestyles	50	33	17	6
21 #1 understanding - parents	43		57	7
31 #9 understanding - universities	43	14	43	7
33 #10 dedication - parents	33	17	50	6
31 #14 dedication - community	33	17	50	6
27 #16 dedication - school board administrators	33	33	33	6
11 #37 training	33	17	50	6
7 #72 evaluation	33		67	6
24 #5 understanding - community	29	14	57	7
31 #7 understanding - school board	29	14	57	7
14 #57 resources	29	29	43	7
35 #11 dedication - teachers	17	50	33	6
43 #12 dedication - principals	17	17	67	6
49 #13 dedication - agencies	17		83	6
29 #21 differences - community/non- community schools	17	33	50	6
15 #29 transience	17	33	50	6
12 #40 overextension personnel	17	17	67	6
11 #63 initial planning	17	33	50	6

Continuation Table 33

Questionnaire Items	A %	UN %	D %	n
46 #4 understanding - agencies	14	14	71	7
30 #6 understanding - trustees	14	14	71	7
39 #74 community needs		33	67	6
29 #15 dedication - trustees		20	80	7
37 #73 evaluation models/ studies		17	83	6
30 #19 implementation community education			100	6

APPENDIX J

RANK ORDER FOR SCHOOL BOARD ADMINISTRATORS' PERCEPTIONS
OF MOST CRITICAL PROBLEMS

Table 34

Rank Order for School Board Administrators' Perceptions of Most Critical Problems

Questionnaire Items	A %	UN %	D %	n
21 #1 understanding - parents	100			4
29 #21 differences - community/non-community schools	100			4
4 #41 legislation	100			4
1 #42 attitude	100			4
11 #63 initial planning	100			4
23 #69 desire for community schools	100			4
7 #72 evaluation	100			4
6 #75 research	100			4
27 #2 understanding - teachers	75		25	4
24 #5 understanding - community	75	25		4
33 #10 dedication - parents	75		25	4
43 #12 dedication - principals	75		25	4
31 #14 dedication - community	75	25		4
8 #17 dedication - government	75	25		4
11 #20 consensus - community schools	75		25	4
9 #25 senior citizens	75		25	4
11 #37 training	75		25	4

Questionnaire Items	A %	UN %	D %	n
2 #44 funding - local initiatives	75		25	4
5 #45 centralization	75	25		4
14 #57 resources	75	25		4
12 #58 curriculum models	75		25	4
39 #74 community needs	75	25		4
31 #18 dedication - universities	67	33		3
30 #19 implementation - community education	67	33		3
38 #3 understanding - principals	50	50		4
6 #8 understanding - government	50	25	25	4
35 #11 dedication - teachers	50		50	4
15 #29 transience	50		50	4
22 #30 lifestyles	50	25	25	4
12 #40 overextension personnel	50		50	4
3 #43 funding - research	50	25	25	4
10 #67 stand - district school administrators	50		50	4
31 #9 understanding - universities	25	75		4
49 #13 dedication - agencies	25	50	25	4
27 #16 dedication - school board administrators	25		75	4

Questionnaire Items	A %	UN %	D %	n
13 #47 power	25		75	4
10 #66 long range planning	25	25	50	4
37 #73 evaluation models/ studies	25	50	25	4
46 #4 understanding - agencies	25	75		
30 #6 understanding - trutees		25	75	4
31 #7 understanding - school board			100	4
6 #8 understanding - government			100	4
29 #15 dedication - trustees			100	4