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AN EVALUATION OF THE WILLARD SCHOOL
AS A COMMUNITY-CENTERED SCHOOL

by

Vaughn Wasson

A thesis submitted in partial fulfillment
of the requirements for the degree

of

MASTER OF SCIENCE

in

Education

UTAH STATE AGRICULTURAL COLLEGE
Logan, Utah

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Vaughn Wassom

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INTRODUCTION

Every community must be provided with an educational program attuned to community life. It must provide for increased efficiency in production and wisdom in consumption. It must train in the ideals, the skills, and the habits essential to the highest level of home and community life. To this end there must be well trained, resourceful teachers who work under conditions that elicit their best efforts. There must be a curriculum that embraces community experiences and physical facilities that promote economy and efficiency of effort (12).

Schools can and should make a difference in their communities. As society's special agencies for education, schools should be concerned both with the welfare of individuals and the welfare of their communities. In our democratic way of life the state and community exist for the welfare of individuals. Therefore, we insure the welfare of the community when we insure the welfare of all individuals in it. Schools, then, should be interested in all the people of the community--in children, in out-of-school youth, and in adults. Too, schools should be interested in all phases of the welfare of all the people in the community. This, among other aspects, includes their economic status, their health, and their leisure-time activities.

Further, schools' interest in all the people in their communities cannot be seasonal. They must be interested in summer as well as in autumn, winter, and spring. To implement this interest in all phases of the welfare of all of the people in their communities throughout the

calendar year, schools must plan and work with all community agencies (3).

The purpose of this study has been twofold: (a) to formulate a group of educational criteria that will set forth the standards by which to evaluate a school in terms of a good school-community program, and (b) to determine to what extent the Willard School is meeting the standards thus derived.

To accomplish the first objective, a group of 10 criteria have been formulated after careful study, and are an adaptation of educational principles found in the educational literature. Three main sources are given here as support for the criteria derived for this study. They are: "School and Community" by E. G. Olsen, "School-Community Relations" by Wayne A. Yeager, and The National Conference of Professors of Educational Administration (Madison, Wisconsin-1948).

Each of the 10 criterion has been discussed at some length in succeeding sections of the study. They have been supported and documented from educational literature to determine that they are educationally sound.

The second objective of the study has been accomplished by using the criteria previously described as a device by which to measure the Willard School in order to determine to what extent it is a community-centered school. From the criteria thus derived, a set of questions have been formulated that will attempt to cover the main points as set forth. These questions have been given to the patrons of the school and a group of educators--present and former teachers of the school. These people were asked to express their views about certain areas of the

school's program by answering these questions. The questions are of the objective type and are so phrased as to give those participating in the poll a chance to express to what extent, in their opinion, the school is meeting the standards derived for measuring a community-centered school.

When the questionnaires have been compiled, it will be possible to see how the school rates in the opinion of the people of the community in the matter of meeting the standards previously determined.

To further evaluate the school in the terms described in the first area of the report, a description of the school and some of its practices has been given. These facts deal with school participation in community activities, relationship with citizens and community agencies, staff personnel, pupil personnel, school plant, school finance, and the like.

A brief description of the school and community of Willard may add clarity to the second section of the study.

Willard is a small rural community of approximately eight hundred people. It is located mid-way between Brigham City, Utah, and Ogden, Utah. The major industry of the community is farming. However, about one-third of the heads of families or other gainfully employed, work in Ogden in various industries. Prior to World War II the community had relatively little change in population. The residents were nearly all descendants of the pioneer settlers of the community. However, since the advent of many war-time and allied industries relatively close by, and the induction into the armed services of many of the young men, there has been considerable influx of new people into the community. A sizeable per cent of the present population have come into the community in

the past few years and commute to other areas to work. This has resulted in considerable population turn-over each year.

Most of the residents belong to the Mormon Church which is the principal community agency other than the school.

The school is classified as an elementary school and enrolls students from grades one through eight. For a six-week period in the summer kindergarten is held for five year olds. Students in grades nine through 12 are transported by bus daily seven miles to the Box Elder High School in Brigham City.

The Willard School population has fluctuated between 150 and 175 students during the past nine years, and has employed six teachers until the school year of 1952-53. Due to a slight decrease in enrollment and possibly the increase of school costs without a compensating increase in revenue, one teacher was cut from the teaching staff. The school also employs a full-time custodian and two school lunch cooks. Approximately two-thirds of the pupils buy the school lunch. Among the students enrolled in the school are those living in the area three miles to the north and five miles to the south of the corporate limits of the community. Roughly one-third of the students are transported by bus.

The school plant consists of a two-story brick building containing six classrooms, a lunchroom, school lunch kitchen, a small auditorium, and a large teachers' room and office. The building was completely remodeled in 1939 at a cost of \$30,000.00, and in comparison to most elementary schools in Box Elder County, is fairly modern. The school building is located in the center of the community, occupying one city block owned jointly by the City of Willard and the Box Elder County Board of Education.

On the school grounds are a tennis court, a baseball field, and a soft ball field. The tennis court is equipped for basketball and is lighted for night activities. The soft ball field is in the process of being equipped with lights at this writing. The school is located just across the street from the ward chapel and recreation hall which are available for school use, if and when needed.

As a result of this study it is hoped to gain a better picture of the Willard School in its role as a community center. Undoubtedly it will be found that the school is stronger in some phases of the program than in others. If a better picture of the school is obtained and the strong and weak points brought out, it will be a means in helping to improve the educational program. It is to be hoped that a better program for the school and community will be developed. Through a better educational program it may be possible for the school to reach out into the community and become a motivating force for the improvement of the lives of the citizens. It is with this purpose in view that this study has been initiated.

Characteristics of a Community School

1. The community school should improve the community through participation in its activities.
2. The community school shares with citizens responsibility for identification of community needs and the development of action programs to meet these needs.
3. The community school curriculum is sufficiently flexible and comprehensive to meet its purpose and is centered in a study of community structure, processes, and problems.

4. The community school makes full use of all community resources for learning experiences.
5. The community school shares with other agencies the responsibility for providing opportunities for appropriate learning experiences.
6. The community school evaluates the improvement of the program as evidenced by the quality of living for all its members.
7. The community school secures staff personnel properly prepared to contribute to the objectives of the school, facilitates effective work and continuous professional growth by members of the staff, and maintains only those personnel policies which are consistent with the school's purpose.
8. The community school is aware of the needs of pupils as individuals in a democratic society and plans a program to satisfy these needs.
9. The community school buildings, equipment, and grounds are so designed, constructed, and used as to make it possible to provide for children, youth, and adults those experiences in community living which are not adequately provided by agencies other than the school.
10. The community school budget, cooperatively determined, is the financial plan for putting into action the educational plan agreed upon by lay citizens as well as school officials.

ESTABLISHMENT OF CRITERIA FOR COMMUNITY-
CENTERED SCHOOL EVALUATION

Improvement of Community Living

The community school should improve the community through participation in its activities. According to Yeager, a major objective of education is the improvement of community living. He says: "Education can improve community living. In fact, it has been, over the years, the principal institution for this purpose." (25, p. 441)

The idea that schools must improve the quality of living is also advocated by Smauel Everett (24, p. 11) and the Department of Elementary Principals (9, p. 442). Both of these sources recognize that schools must combine social, economic, intellectual, esthetic, and moral elements of our culture just as ordinary people combine them in every day life-- organized education must move from the periphery of life where the school has formed an artificial society and become part of the struggles and dreams of the masses. Life for the most part is organized into communities, and the community must be the basis for social education.

There are three important elements in the composition of any community. (1) There are its physical resources. (2) There are its human resources known as social institutions designed to improve living. The improvement of the quality of living in any community through education depends upon the extent to which one is able to improve these resources and relate them to the more desirable democratic way of life.

The need for new and improved social services and better standards of living in many American communities places special obligations on

education. Lack of suitable and adequate recreational facilities, inadequate public and private medical and health services, lack of public library facilities, and low standards of living--food, shelter, clothing--challenge schools in these communities to play an important part in supplying all or part of the social services needed by people from birth through old age. This challenge means that elementary schools have obligations over and beyond those usually assumed.

Let the public elementary school accept this challenge and become a school of social action--meeting the needs of the children, serving the home, building health, fostering wholesome recreation, recognizing civic needs, stimulating creative activity, encouraging vocational interests and developing vocational skills, and cooperating with other community service agencies, and there will come into American community life a new vitality and into American elementary schools a new significance.

As an informed part of the community, members of the school's professional staff have the same interests that other citizens have in all projects to improve community life. Because of their professional and personal interests in the community's children, teachers and school administrators are especially concerned in any constructive program which will improve conditions under which children live. Teachers may help these projects to use methods and points of view which are educationally sound and constructive.

Every community has problems that need consideration. Each could make an almost endless list of shortages in areas of health, conservation, intercultural relations, backyard play space, parks, recreation, maternal and child care, safety, and prevention of delinquency. In many cases

teachers as individuals or groups can participate in projects initiated by other citizens. Sometimes leadership must come from school people themselves if conditions are to be improved. Olsen has this to say about school participation in community activities:

The school should improve the community through participation in its activities. Students, teachers, and civic-minded laymen should cooperatively plan and execute service projects of a genuinely civic nature. Thus, youth will learn that the community has need of its service; and the community will discover that youth's contribution to the general welfare can be at once important, intellectual, and effective. (18, p. 18)

That elementary school children may contribute directly to the economic improvement of the community was found to be a reality by the teachers at Bardin, Florida. After completion of activities by sixth grade boys and girls the following conclusions were reached by those participating:

. . . (1) that economic experiences should constitute a significant part of the elementary curriculum; (2) that such experiences should direct action, in the main, toward improving living; (3) that such action should be directed, in the main part at least, toward improving living in the home community. (24, p. 58)

As a concluding statement concerning school improvement of the community, we quote again from Everett:

To fulfill its function, therefore, the school must necessarily become the center of community life in its own neighborhood, a clearing-house, . . . for all neighborhood ideas, programs, and enthusiasms. It must aid in correlating these according to an effective plan through which the well-being of the community as a whole may be forwarded and insured. (9, p. 127)

School-Community Planning

The community school shares with its citizens responsibility for identification of community needs and the development of action programs to meet these needs. From the Joint Committee on Curriculum aspects of Education for Home and Family Living this statement is found:

The effectiveness of the school program is likely to be greatest when the school and community agencies and organizations are not only aware of each other's unique contributions but also deliberately plan together to improve home and community life. (13, p. 164)

In this same vein of thought, W. T. Edwards writes:

The successful community school depends on an effective two way flow of ideas between the school and community. Many efforts toward building a community school have failed because the attitude of the school has been one of telling rather than one of developing common problems and concerns. (8, p. 270)

The function of the public school is to discover those areas of service in which it can coordinate its program effectively in the community in order to carry out its educational objectives. Where is the greatest need? How can this need be adequately met? How can the school, the home, and the community be geared to meet the need? How can leadership be obtained and a program adopted?

Education as a complex social process places many obligations on individuals, agencies, and institutions other than those associated with the public schools. The very magnitude of this educational task demands a policy of mutual interaction. Essential to the formulation of this policy is the recognition that learning takes place in many environmental situations within the home and the community as well as the school. In the home and community may be found learning situations which are positive in educational effect. Other conditions may be actually undermining the work of the school and not be in the best interest of childhood and youth. It is a joint community responsibility to uproot these conditions and replace them with a wholesome environment. The public school, as traditionally organized, does not now provide adequately for the child's varied nature at different age or mental levels, although schools may vary widely

in this respect. Furthermore, the public school should recognize that many wholesome educational situations are now being provided by the home and the community through leisure-time activities, travel, libraries, activities of welfare organizations and associations newspaper, the motion picture, the radio, and a host of other ways. Such wholesome opportunities should be made available to all, wherever possible. An adequate policy of mutual interaction should seek to harmonize all desirable aspects of the home and community environment. It would plan for the best interests of the whole child and of all children.

X The responsibility of the school is to conceive in terms of the larger needs of the community: (1) the school should understand the community of which it is a part--its strengths, its weaknesses, its needs; (2) the school should take the leadership in promoting the welfare of the community through other agencies as well as its own program; (3) this leadership implies that the school should cooperate with other agencies in studying and appraising the community; (4) the school should also cooperate with other agencies in coordinating community activities and life; (5) the school, through its staff, pupils, program, and facilities should enrich other community activities immediately and directly.

A good program of school-community relations in the schools must maintain contacts with parents and other community organizations and individuals, clear up misunderstandings, become a channel for building good community relations, and study the needs of the pupils and ways and means of meeting them. The welfare of all children, whatever their economic or social status, should be given consideration.

When the school and community have learned as much as possible about

each other, many opportunities will arise to combine their talents and resources on projects for improvement. The fact that lay help is enlisted does not mean that the professional staff or board of education can abdicate the responsibility for making recommendations, reaching decisions, or administering the program established by joint planning. It merely means that the school and community are now in a better position to work mutually for community improvement.

Many lay citizens can bring to educational projects insight and experience that teachers often lack. Together, they can find ways to encourage experimentation and increase the support of education. Sometimes this school and community interaction takes the form of groups working together; at other times it is a matter of individual groups giving personal service.

Schools and communities can act together on various educational projects: (1) professional and lay citizens plan educational policies; (2) parents and staff help plan the school curriculum; (3) lay citizens help staffs plan building programs; (4) parents and staff seek to improve teaching conditions; (5) community agencies aid the schools; (6) parents give the school personal service.

Olsen, in speaking of cooperation between school and community gives the following statement:

The cooperation of the school staff and community leaders should be enlisted after a complete, unbiased presentation of the situation has been made to the people whose aid is sought.
(19, pp. 437-38)

Because the educational needs of children involve the full range of both the needs and resources of the community, cooperation of all groups is called for. However, there is a further realization that, even

though conditions in the local situation operate to create a united front, there are many needs which cannot be met by local effort alone. Cooperation needs to be extended outward from the local community to involve wider areas: the state, the region, and the nation. The initiative and the readiness for improving the schools is developed through local cooperation. By extending this circle of cooperation into a spiral, the resources of many other groups can be brought to bear on local problems. This combined effort among lay citizens and professional groups (farmers, businessmen, workers, teachers, parents, scholars, technicians) constitutes the united frontiers for our democratic society today.

A significant conception of community cooperation is now emerging. This view holds that a community council should be the agency through which school personnel and community citizens may maintain active, critical, and continuing cooperation in the planning of the basic school policy itself. Educational cooperation of this nature is highly desirable in a nation which prides itself upon local control of its schools and is particularly important when the school's program involves widespread use of resource visitors, interviews, field trips, surveys, service projects, work experiences, and other activities outside the classroom.

Cook comments on the community coordinating council as follows:

Educators are becoming increasingly interested in the organization of community coordinating councils. Being local in origin, coordinating councils follow no set pattern in aims or organization. Some state delinquency prevention as a sole aim, others are concerned with leisure pursuits of young people, and others deal with the social problems of the community. (4, pp. 362-63)

The purpose of a coordinating council is to coordinate the various organizations of the community in those activities that are of a community

nature and interest. Since the council is created to coordinate the work of all community organizations, and since the problems of the community are vitally related to the education of children, membership on the council by teachers is regarded as an essential method of unifying the activities of the school and community.

School, home, and community agencies all contribute to the education of children. Consciously or unconsciously, all are involved in the educational planning which goes on. However, if the members of these institutions and agencies become aware of all that they can contribute to the educational process, and if they come together to share goals and desires, educational planning becomes broader in scope and much more effective than it would otherwise be. Such planning by its very nature maintains a two-way flow of ideas between the school and the public. While the school usually takes the initiative in setting up this broader and more effective arrangement, the actual work of planning for boys and girls in a community is cooperative and democratic. The goals of such a program are improved instruction and better services to the children and to the community, according to the American Association of School Administrators. (1, p. 84)

Cooperative educational planning is possible only when the atmosphere is conducive to sharing of ideas and feelings. Participation in educational planning will come only when suggestions and constructive criticisms are known to be welcome at all times. This is true regardless of the size of the community or school system and regardless of the degree of professional activity which is in progress. Parents and other citizens of the community need to be encouraged in such a way that they

actually feel free to communicate with the administrative head of the school and with the teachers of their children. The public needs also to be informed of the things that are going on in the schools.

John L. Childs (21, p. 128), and P. M. MacIver (21, p. 9), in their writings recognize that a major educational task before us is to tie up our educational system with our community. This would involve many vigorous undertakings. Among them are the following: (1) to develop an awareness of the kind of community in which we live; (2) a sense of the many problems we face in order to realize all the community's potentialities; (3) an intellectual awareness of the detailed problems of adjustment within the community which are necessary for a fuller and happier community existence; (4) approaching the problems of community life in a realistic manner; (5) a development of enthusiasm and persistence in the task of community building; and finally (6) the building of and understanding of a democratic way of life.

The Community School Curriculum

The community school curriculum is sufficiently flexible and comprehensive to meet its purpose and is centered in a study of community structure, processes, and problems. From Olsen the following paragraph is offered to supplement the foregoing statement:

The school should center its curriculum in a study of community structure, processes and problems. Every community is a microcosm of human experience, since within it go on the basic processes and related problems of making a living, sharing in citizenship, exchanging ideas, securing education, adjusting to people, meeting religious needs, engaging in recreation and the like. The core curriculum should be organized around a direct study of the local and regional community's physical setting, organization, class and caste structure, basic activities, climate of opinion, and needs and problems as these and similar factors affect individual and group welfare. (18, p. 18)

In public education our major purpose is not the training of scholars or the mere passing on of the cultural heritage. It is rather emphasis on general education which shall meet the needs of growing boys and girls and the needs of the communities in which they live. The major objectives of education as outlined by the Commission on Reorganization of Secondary Education are: (1) health (2) command of fundamental processes (3) worthy home membership (4) vocation (5) citizenship (6) worthy use of leisure and (7) ethical character. The curriculum is one of the instruments by which the schools seek to achieve these fundamental objectives of education.

The curriculum, in its broad sense, includes all of those activities and experiences with which the child comes in contact while under the supervision of the school. The school, then, should study the nature and needs of each pupil, the condition and experiences which face the pupil in the community, and the ways and means by which the highest degrees of harmonious living may be brought about. To this end, the approach to the educational program may well be in terms of the pupil--his problems, nature, needs, and activities in his own environment.

The curriculum is being defined as a continuous activity in which all individuals who are concerned directly with the guidance of learners are encouraged to participate. Current practices tend to center attention upon the developing needs, interests, and abilities of learners. They are based upon the conviction that essential knowledges, skills, and attitudes are learned most effectively when they are related directly to the on-going experiences of the learners.

The curriculum of an elementary school consists of those experiences

which a child has at school or under its jurisdiction. Through these experiences, plus those outside of the school program, the child grows and learns. The curriculum is not what is written but what is done. It should be the result of careful thinking and planning and should be subjected to continuous critical appraisal. The curriculum in a good elementary school reveals a combination of thoughtful planning, intelligent guidance of children's experiences, and meaningful appraisal. It is never supposed that the curriculum is made when a book is published; rather, it is made as children live. Everett says, "Education is conceived as living rather than preparation for living." (9, p. 72)

Concerning this broader aspect of the school curriculum Yeager has this to say:

The curriculum, like the school itself, is an aspect of the general social order. The school does and should expand or contract in conformity with the expansion or contraction of social interests. (25, p. 48)

Many subjects and activities now a part of the public school curriculum came in because of well-intentioned interest on the part of organized groups; many subjects now a part of the public school curriculum came in response to demands from outside the schools.

Broadly conceived, community education envisions a social process within which the individual and social needs of all persons are served ever more effectively by cooperative action. Such a concept implies significant reconstruction of curriculum theory and practice. The problems and activities of the present environment must furnish orientation for curricular experiences rather than the problems and activities of communities more remote in space and time.

The foregoing theory of curriculum development receives the support of Samuel Everett (9, p. 430) and Robert J. Havighurst (11, p. 140) who recognize that purposive education rooted in a community calls for a new type of curriculum. The community is composed of all ages working and living together. Therefore, the community school should be a place where persons of all ages can get the kind of education they need. Like all other educative forces, the school must educate from childhood throughout life. The curriculum must be developed along unified lines to meet the needs of the various age groups.

Planning the curriculum should be a continuous process to which a great number of persons make a variety of contributions. It should be planned to insure both to pupils and society the benefits of valuable learnings whose effects are cumulative toward desired goals.

Studying the community and its homes with the end of defining the needs is an important early step in curriculum planning. Community study and participation is valuable even if carried on independently of any school affiliation, direction, or control. Most community experiences with which we are concerned, however, will be part of school programs developed because of their potential educational value to school students. Teachers everywhere are faced with the problem of including community projects within the curriculum or of vitalizing their existing courses by incorporating community experience.

With reference to Yeager (25, p. 49), the conclusion of the foregoing can be summarized as follows: (1) the public schools must not expect laymen of themselves to formulate the public school curriculum; (2) educators possess no inherent rights in themselves to formulate the work of the public

schools to disregard the mandates of the legislature or to disdain the suggestions of the community, state or national groups for school improvement. It would seem a better policy for each community through careful, cooperative planning, scientific investigation, and full accord, to formulate its educational program in the light of desirable, changing democratic social ideals, keeping constantly in mind state mandates and the needs and interests of all its citizens.

Community Resources

The community school should make full use of all community resources for learning experiences. A part of the philosophy of school-community cooperation in the educational program is education for intelligent use of community resources for the enrichment of the school program. In connection with this trend of thought, reference is again made to Olsen who says, "The school utilizes to the full the varied resources of the community and in turn, applies its own resources to the problems of community improvement and progress." (18, p. 357)

John E. Brewton contributes the two following items in support of use of community resources by the schools:

The discovery and use of community resources are necessary if the elementary school is to function as a social agent.

Pupils can learn from the communities in which they live. The curriculum is rooted in the soil of emerging community culture. (21, pp. 22-23)

The school can no longer be conceived as the sole agency of education. The life activities of the community itself must furnish the basis for an educational program in which all persons, adults as well as children, participate.

The educational facilities of the community cannot be adequately used in the school unless significant fields of community activity are made the subject of intensive study, both with respect to the educational resources they offer and their current actual potential use by pupils. Simply finding out about conditions is not an end in itself. The knowledge so gained becomes useful when desirable parts of it are used to strengthen, to dramatize, to personalize and supplement the school program. Some community resources must be brought into the school. Individuals, facts, relics of many kinds are usable. To use other resources, children must go to them--museums, factories, farms, and the world of nature.

The school program includes visits to places in the community; camping experiences and farming experiences; people in the community contribute to the school program; radio brings the community into the classroom; a school relates the community to its region; schools encourage out-of-school use of community facilities.

The educational program may be enriched through experiences reaching out into the community. In fact, a community-centered educational program will endeavor to relate all of its experiences to the living experiences of its boys and girls. There are many techniques which may be used to enrich the school's program through taking advantage of community resources.

The community school provides a wide range of experiences associated with community living designed for life-long benefits. It utilizes all the resources of the community, natural, human, and man-made, and develops them into an educational program for better community living. This educational program is sufficiently comprehensive to embrace the needs, interests, and capacities of each child and all the children, providing

as far as possible for their full development.

As a concluding statement to sum up the ideas presented in support of the community contributing to the educational program through intelligent use of resources, the following paragraph is taken from Olson:

The school should utilize community resources to invigorate the conventional program. In order to vitalize the curriculum and teaching methods, give depth of meaning to instruction, and provide for direct as well as vicarious learning experiences, the school should survey the educative resources of the community, catalog them, and utilize them when appropriate for its established educational purposes. (18, p. 18)

School-Community Sharing in Providing the Educational Program

As a preface to the discussion concerning the cooperation of the school and other community agencies in providing for the educational program of all members of the community, reference is made to Yeager in the three following statements:

The community school shares with all the citizens of the community full responsibility for development of the educational program and the facilities and the solution of its problems.

The community school serves as a community center for all citizens of the community and actively cooperates with all groups interested in the well-being of its childhood and youth.

Children in the public school are tremendously influenced educationally by learning which takes place through agencies of society located outside of the school. (25, pp. 443, 259)

Children are educated by a great variety of influences, agencies, and institutions. There not only is needed a closer cooperation of the factors responsible for education, but it is also important that careful study be given to the bases of that cooperation and the means of making it effective. An attempt should be made to determine as exactly as possible the normal limitations to the service which any one institution should

render. Consequently, there should be constant analysis of education and its proposed results with a proper insistence that each institution, whether home, school, church, library, industry, or recreation, be placed where it can do as well as possible its own appropriate task.

In further developing the idea that community agencies have a responsibility in providing educational opportunities for the members of the community, Everett gives this thought:

The school can no longer be conceived as the sole agency of education. The life activities of the community itself must furnish the basis for an educational program in which all persons, adults as well as children, participate. (9, p. 56)

Education is not limited to the classroom. The classroom, the public health and welfare agencies, the agricultural, trade and industries, and home-making departments, the public libraries and museums, and auxilliary activities constitute our system of public education. The combined efforts of these agencies comprise community education.

Education is a community function. Education will go on in the home, the library, the cooperative store, the dairy barns, the little theater, and in all the museums, shops, and studies which can be set up to facilitate the pursuit of worthy interests.

The school should cooperate with community health, recreational, cultural, civic, and religious agencies with the view of having pupils utilize the services of these agencies to carry out and extend activities initiated in the classroom and extra-class pupil affairs.

Whether the school should be THE center or A center of community activity depends upon local conditions. In a complex urban community a great variety of community agencies will be found rendering cultural,

religious, social, civic, protective, and recreational services which the school should not try to duplicate. The school should be fully aware of these services and should take the initiative in offering full cooperation on the part of the school in helping to make such services most useful to the community.

To meet its full obligation an elementary school should provide for pre-school opportunities, programs of adult education, and parent education, in addition to the usual program provided in the elementary grades. This idea receives support from numerous sources and in this study, reference is made to The National Society for the Study of Education in Rural Communities (21, p. 63), Everett (9, p. 454), and Crewson (5, p. 697).

An educational program that meets the needs of all the people in the community must expect to do some very unorthodox things. It will use film and radio. It will develop informal groups for education and individual counselling services. It will use not only the schools but also the social agencies, libraries, churches, and industries.

Schools are set up for all children of all the people, but in addition should serve all youth and adults of the community, meeting their needs, interests, abilities, and preparing them for living as well as making a living. School facilities should be utilized throughout the year and should be the centers of recreation, learning, and culture in the community in which they are located.

The churches, civic clubs, women's clubs, the Y.M.C.A., Chambers of Commerce, and many other fraternal, professional and welfare organizations give a part of their efforts to the problems of youth. Too frequently there is duplication of efforts. It may be that none of the agencies

know what the others are doing for youth. This results in a lack of coordination, which makes the total service output of these agencies less than it might otherwise be. Many communities have formed a coordinating council to serve as a steering committee to integrate and vitalize community service.

With the growing complexity of modern society and the development of the coordinating function on the part of the school, it is necessary that relationships between other social institutions and the school should be clearly recognized. This is especially true if non-educational institutions are to cooperate with the school in providing for the education of youth.

Organizations such as the Boy Scouts of America, Girl Scouts, Campfire Girls, and 4H Clubs often work hand in hand with school groups. Local special interest groups, especially those concerned with use of leisure time and vocational interests often come in contact with the school in various capacities. Fair, impartial, friendly attitudes toward all these various groups should prevail. The trend is for schools to cooperate with these groups as far as possible.

It must be remembered that the non-school aspects of the total culture mold our youth far more than does the school itself. The deeper and more enduring education, that which shapes disposition, directs action, and conditions experience, comes not from formal educational agencies but out of every structure and operation of institutions and social conditions.

All of the ways of society educate. The child learns as he experiences and all of the existing institutions of his society condition both the what and how of his experiencing. Much that he learns, comes, therefore,

as a by-product of his participation in the affairs of his group. But societies also establish deliberate agencies of education in order that conscious specialized attention may be given to the manner in which the youth learn their ways of life and thought. In modern societies the school is one of the most important of these educative agencies.

All intentional education is in the nature of a moral undertaking. By moral is meant that it is a deliberate effort to secure certain outcomes in the life of youth. If we were indifferent to what happened to youth, if we did not prefer certain kinds of behavior to others, we would never bother to establish educational systems.

For the school to attempt to withdraw from continuous interaction with the life of American society would be to attempt to withdraw from the living source of its educational program.

Evaluation of the Program

The community school evaluates the improvement of the program as evidenced by the quality of living for all its members. The appraisal activity should be an integral part of a school-community program. In planning the program, the educational leaders should always look forward to its effective appraisal. Every program needs careful examination and re-direction from time to time so that it may continue to accomplish its purpose and keep pace with educational and social change.

The Educational Policies Commission points out the importance of evaluating the school program:

Evaluation is a continuous process in which pupils, teachers, parents, principals, superintendents, and boards of education look at their schools to determine how well they are doing what they set out to do. (6, p. 186)

To the foregoing statement may be added a quotation by the National Society for the Study of Education:

Evaluation should be made for the purpose of helping children, youth, and adults through their own efforts, to become better individuals and to improve their condition of living.
(21, p. 282)

As the program of community education develops, evaluation will be necessary in the interest of continuous improvement. Careful evaluation ought to be a part of any cooperative community project. The evaluative process should begin when the project begins and should remain an integral aspect of the project from beginning to end. From preliminary planning through final culmination, the persistent question is this: How are we going now, and how might we do better in the future? Evaluation should never be an isolated activity apart from the project itself. Objective appraisal should be continuous throughout the progress of every community project, every unit in community study, every program of school-community relations.

Evaluation is not limited to the giving of examinations. It involves the collection of any pertinent evidence which indicates how well the school is attaining its objectives,; that is, the degree to which desired changes in pupils are actually taking place. Instruments of evaluation include observations of pupils, records of their activities, products which they make, tests which they take, and other procedures for noting their development.

The importance of evaluation to education is fundamental, for evaluation is more than a technique subordinate to the purposes of education. To an extent not often realized, evaluation influences the purposes, contents, and methods of education, and sets forth the goals for which

students strive.

No program of education can be developed and improved year after year unless one of its essential elements is a plan for evaluating its progress. It is essential, therefore, that the school engage in activities that will enable it to know where it is succeeding and where it is failing in its program. An appraisal of the culture of a community requires above all, constant observation to be sure that the objectives for home and family living are in terms of needs and that the objectives are being reached. The success of a school-community program must be judged by the results produced in the community. Evaluation is and of necessity must be an integral part of the total educational program. Consequently, every program needs careful examination and re-direction from time to time to keep in step with educational and social changes.

Staff Personnel

The community school secures staff personnel properly prepared to contribute to the objectives of the school, facilitates effective work and continuous professional growth by members of the staff, and maintains only those personnel policies which are consistent with the school's purpose. The importance of a competent, well-trained professional staff is emphasized in the two following statements by Yeager:

The community school recognizes the importance of enlightened and competent educational leadership. It realizes the need for a well-prepared, full-time, adequately paid professional staff to achieve its objectives, and develops personnel policies consistent therewith. It views the teacher as a professional director of the learning process and recognizes the necessity for a wide variety of learning experiences to achieve its purpose. (25, p. 443)

The quality of education depends, more than any other single factor, upon the quality of teachers. (25, p. 157)

The work of the teacher, and consequently his relationship to the community, is four-fold in nature: (1) he has the obligation of teaching the children of school age; (2) he must develop the cooperation of the home in this task; (3) he must cause the school to render community service through both its material equipment and its program of instruction; (4) he must strive as a citizen to make the community a better place in which to live.

If adequate educational programs are to be had in each community, there will be great need for professionally educated leaders of young people who will have vision and skill. In like manner, the community cultural and recreational programs can be made truly educational only when a community has available properly educated leaders who know how to develop suitable programs.

The success of the community school will depend on the teachers. Specialists in imparting information must be replaced by teachers who have an understanding of individual personalities and their relationship to the community and to society as a whole.

Teachers must render more than mere lip service to significant social functions such as health, worthy home membership, ethical character, and effective use of leisure even though this eliminates much of the informational subject matter currently utilized in elementary and secondary school curricula.

Every teacher should have a well grounded understanding of American democracy and thorough pre-service experience with democratic classroom practices. Furthermore, every teacher should be expected to keep reasonably well informed regarding the major contemporary problems and issues

of public life.

Teachers must also recognize that teaching includes more than teaching of classes. They must become familiar with the programs of their own schools and with the operation of the whole school system.

Recognition of the importance of well-trained staff personnel is noted in a statement by The Educational Policies Commission: "A great deal of professional preparation is necessary if teachers are to do their jobs well." (6, p. 161)

Most school systems have programs of some sort for encouraging and aiding teachers to grow in professional knowledge and skill while on the job. A major aim of most such programs is professedly to help teachers grow in understanding of democracy and democratic programs. This aim can be achieved only through a program which is itself the product of democratic planning and which provides for widespread participation by teachers in its conduct.

What is called for to insure effective work and continuous growth is an in-service program that will thoroughly orient the staff to the objectives and techniques of a good school-community program, for without wholehearted and intelligent participation and understanding of the staff, no program can function effectively.

In order to be able to improve the program of the school, there should be activities designed to give faculty members an understanding of the community and its problems. The school that makes a major contribution to community life will be the one in which there is a general understanding among members of the faculty of the nature of critical problems that confront the community in modern life.

Keeping abreast educationally in a changing world involves more than selection of well-prepared teachers. They must be kept growing in the service. According to Yeager, "As the teacher, so is the school." (25, p. 378)

If the school is to insure optimum growth of its teachers, it must have a planned program which will help to discover talent and give opportunity for its development.

Teacher preparatory institutions should prepare youths and adults to carry on a community type public education. Prospective teachers and administrators should early be placed in a practical school and community situation where they would observe the many problems which must be faced in teaching classes, running a school, and carrying on in community living.

The school of action places heavy responsibilities upon teachers and, as a consequence, depends in large measure for its success on the nature of teacher education. The teacher is the one through whom education is focused upon community problems. He must be ready to accept responsibility over and above classroom duties. The teacher, acting in the capacity of local representative for all public welfare agencies can render invaluable service to his community.

Too much importance cannot be given to the idea that efficient, well-trained staff members are essential to the success of the school. The Council of State Governments makes the following comment:

The quality of education in any school system is the product of the character and competence of those who teach. It follows that primary object of a school administration must be to provide a sufficient number of well-trained teachers. (21, p. 154)

Since any successful school program rests basically on the competence, intelligence, character, and integrity of the staff, strict adherence to professional standards in teacher selection is vital.

The public school system should be so organized, administered, and supervised that effective teaching can and does take place at all times. Every function of good administration should be directed toward this process.

Good staff administration should include all personnel as an integral part of the system itself and utilize their services whenever possible in developing desirable school-community relations.

There are many members of the non-instructional staff in the school system capable of rendering good public service and quite willing to do so if given the opportunity.

It is the job of the administration to help create a favorable school-community relationship through the medium of a competent staff. To achieve this end, the administration can and must do the following: (1) liberalize and democratize the system; (2) use professional standards in selecting staff members; (3) get a competent and well-balanced staff; (4) play up the human interest activities and achievements of staff members; (5) provide in-service training; (6) insure participation in community programs by the entire staff; (7) encourage staff members to become well acquainted with the community.

The community, too, has an obligation to see that a favorable school-community relationship exists. Teachers are not to be looked upon as a group of stereotyped pedagogues, but as normal human beings with much the same likes, interests, and needs as any other group of citizens. Communities

must realize, too, that teachers, many of them, often possess talents, specialized interests, and hobbies that can be used for the benefit and enrichment of the entire community. One of the major tasks in good public relations programs should be the humanizing of the staff to the public. When communities come to know teachers better, they begin to regard them as they do other groups--as just people-- and put aside the stereotype of the teacher's unworldliness, bookishness, and remoteness from the concerns of normal people.

Emphasis upon the selection of better prepared teachers on the part of the community is usually in direct relation to the level of community culture and the value placed upon education itself.

Adequate salaries and wages, good working equipment, equitable tenure provisions, and enlightened promotion and retirement standards are essential.

It may be assumed that a competent staff, including professional and non-professional personnel, working in a climate conducive to high quality performance makes for a better program than those working under unfavorable circumstances. The provision of good working conditions and the maintenance of democratic and stimulating relationships are responsibilities of the community.

Teachers themselves also have an obligation to the community to counteract negative attitudes on the part of the public. Teachers can and must take a more active part in community affairs. Many community organizations furnish opportunities for teachers to broaden their interests. Teachers should strive to become a part of community life outside of the school and not remain aloof from it.

However, caution must be exercised to see that teachers do not carry

over certain undesirable attitudes into their contacts with adults. Before venturing into the community, teachers do well to take a good look at themselves to see whether or not they are conducting themselves as men and women among men and women. There is obviously no place in social contacts for complacency, bossiness, or condescension, whether on the part of teachers or others. If, as is highly possible, these defects are in the nature of occupational hazards, teachers should get rid of them for their own good and for the good of the profession.

The importance of good public relations is brought out in this statement by The American Association of School Administrators: "From top to bottom of the teaching and non-teaching staff, every contact with pupils, parents and community builds either positive or negative attitudes toward the schools." (1, p. 171)

Just as the community has to be ready for cooperative action, so has the school, the superintendent and other school personnel have to share the desire to work on a mutual participation basis with citizens of the community, in establishing, maintaining, and improving the quality of the school program. If sufficient readiness does not exist, it can be developed through an in-service program for school personnel designed to improve attitudes toward, as well as techniques for, working with the community.

To add a final note to the importance of well-qualified professional teachers in a democratic school system, reference is made to Grizzell (10, pp. 212-13) and The Progressive Education Association (12). Both these sources stress the importance of: (1) well-qualified, enlightened men and women to carry out the objectives of an enlightened form of education, and (2) cooperation between school people and a great variety of community

agencies for the education of all citizens.

The fundamental criterion of efficiency in the administration of schools is to be found in the provision of opportunities for children and youth. The arrangements which make for high efficiency include freedom from partisan political control, the services of a competent professional staff, adequate support, satisfactory buildings and equipment, and curriculum adapted to the needs of pupils and to the society which the schools are organized to serve.

The educator is vitally concerned with the direction culture is taking. This he cannot avoid. He can, however, determine that since it is so, he will strive to better understand what he is doing and make his selections and choices with the largest vision of which he is capable.

It is paramount and of increasing importance that the teacher-educator know the community in which he or she works. Without a working knowledge of the community the teacher, whose primary function is dealing with personalities, has no clue to the effect of the community upon the personality of his pupils.

Another compelling reason for the educator's knowing his community is that he can use community facts and resources in building the school curriculum. Educational philosophers and psychologists are agreed that education is a continuous process which properly conducted utilizes all of the life experiences possible. Obviously the greater the teacher's awareness of the experiences outside the school, the more realistic and purposeful the curriculum and teaching will be. Beyond the basic skills the modern school curriculum will be so constructed as to help overcome those maladjustments in the community life which adversely affect the

all-around development of the pupils. Again this takes the school outside the four walls and places responsibility on the educator to know the agencies and resources of the community which can be employed in a constructive handling of the problems raised.

Edmund Des Brunner adds to the importance of school people having an intimate knowledge of the community: "The administrator cannot solve effectively many of his own professional problems without a knowledge of his community." (12)

If the school is to contribute its full force to the steady improvement of the community, it must know the community intimately. The assumption is that the school should share in community improvement. This is now generally accepted. The degree of the school's contribution is all that is now open to debate. But even if its participation is limited to citizenship training, or character education, realistic training demands knowledge of the community. The further the school goes beyond this minimum, the wider and deeper must be its knowledge.

The school is an institution of the community. School-community interaction is inevitable, and extensive and intimate knowledge of the community is a requisite of successful school administration and teaching. Without such knowledge, the school cannot do its job of either educating the children or participating in community life and improvement.

In the long run, schools secure the best cooperation by maintaining the highest professional standards, by dealing honestly, courteously, tactfully, fairly, sympathetically, and courageously with all. In all contacts with the public, educators stand to lose nothing and gain everything by being thoroughly frank and forthright, and by doing everything possible

to demonstrate that the school's paramount interest and concern is the growth and welfare of the pupils and the community.

Awareness of Individual Pupil Needs

The community school is aware of the needs of the pupils as individuals and plans a democratic program to meet these needs. Two of the major aims of education are: (1) to help each individual develop his best potentialities for his personal happiness and social usefulness, and (2) help him make life in the community more healthful, more abundant, more creative, more deeply satisfying.

The community school provides for effective pupil-personnel services and encourages pupils to share the responsibilities of studying and evaluating school activities.

One of the main goals of the school is the marshalling of its forces for the personality development of each child through his relationship with the home and in the community. Thoroughly conditioned, confident of his own strength, and sensing helpfulness in the school in meeting his problems, each child develops his own personality. It is through this approach, then, that the pupil takes his place as an individual in school-community relations.

Boys and girls should be considered an integral part of any organization in developing a school-community program. Each child is an active individual, and each is a contact point with the home and community. Yeager says, "Each child is a personality, and as such must be respected." (25, p. 17)

Because democracy balances and limits the freedom of the individual with concern for the common good, these two values need to become explicit

through school living. Because democracy protects the right of the individual it also makes the individual responsible. The good school makes democracy live through organizations which make the broad implications of the democratic ideals explicit and impelling. All children must learn to weigh values as they relate to the common good.

The teacher charged with the responsibility of guiding children in making choices of school experiences, must accept a major responsibility to guarantee children a school which offers: (1) opportunities which will make them better able to meet individual problems; (2) opportunities for learning which will better fit them as individuals to take responsibilities in group living; and (3) opportunities for learning which will help groups improve.

The elementary school has a unique responsibility for improving group life. It is the responsibility for the elementary school to guide children to more competent membership in ever enlarging groups. One of the first responsibilities of the school is to help boys and girls realize their social responsibilities. Children must learn that they have a basic responsibility for their own action as well as a rather definite responsibility for the action of others.

As for democratic education, it follows from all heretofore said that our young people cannot learn democracy except as they live democracy. We must seek the kind of educational program that includes the highest feasible embodiment of the democratic way of life.

Pupils can participate in various parts of the school program. They can arrange assemblies, suggest and make improvements on school buildings and grounds, manage safety and thrift activities, and operate recreational

and special fun periods.

Public education should be founded upon democratic processes and ideals. In the community school it has been demonstrated that where the opinion and work of children is respected by teachers and adults, their achievements are always important and often significant. Indeed, the democratic process, in which children and adults cooperatively determine purposes, administer procedures, methods, and content, is inherent in the educational process itself.

Democratic group life, particularly as applied to children, has certain basic elements, whether at home or at school: (1) there is recognition of the child as a personality capable of growth, deserving of respect and consideration, as well as possessing the rights of any other free person; (2) the experiences of all are utilized in reaching group decisions, each contributing according to his experience and ability; (3) assignments and obligations are made in accordance with present capacity and capacity for growth; (4) the adults (parents and teachers) assume an experimental attitude toward learning, being desirous themselves of learning, as well as willing to change as conditions require.

The American Association of School Administrators recognize the importance of each pupil as an individual:

A curriculum organized to meet the individual needs of every boy and girl becomes a vital factor in establishing cooperative good will between home, school, and community. (1, p. 218)

Further emphasis to this same point of view is contained in a statement by the Educational Policies Commission:

The school which aims to be democratic will be concerned for the highest welfare of each child. This means, among other

things, that each child will be dealt with as an individual. (6, p. 135)

Education is not concerned merely with the training necessary for an occupation; it is concerned with the development of individuals from an all-around point of view.

While a great deal can be accomplished in the program of guidance by handling the pupils in various groups, the most essential consideration is the individual boy and girl. Each pupil must be considered as a case problem. The entire structure of the organization for guidance must be built with the purpose of giving to each pupil every possible advantage and assistance in finding himself, in making such decisions affecting his life career as the school system forces upon him from time to time, and in making a right start during the formative years of his life.

The purpose of democracy is to organize society that each member may develop his personality primarily through activities designed for the well-being of his fellow members and of society as a whole. This idea demands that human activities be placed on a high level of efficiency; that to this efficiency be added an appreciation of the significance of these activities and loyalty to the best ideals involved; and that the individual choose that vocation and those forms of social service in which his personality may develop and become most effective. For the achievement of these ends, democracy must place chief reliance upon education. Consequently, education in a democracy, both within and without the school, should develop in each individual the knowledge, interests, ideals, habits, and powers whereby he will find his place and use that place to shape both himself and society toward ever nobler ends.

The Educational Plant

The community school buildings, equipment, and grounds are so designed, constructed, and used as to make it possible to provide for children, youth, and adults those experiences which are not adequately provided by agencies other than the school. Concerning school facilities, Yeager states: "The buildings, site, and equipment of the community are so planned and used to house the educational program outlined . . . , and adapted to the learning experiences of all who use it." (25, p. 443)

The school should operate as an educational center. The use of the school plant should be available to adults as well as to children. There, in the late afternoons and evenings, adults of the community should find their educational and social center wherein cultural subjects, arts and crafts, vocational training, civic forums, gymnasium, cafeteria, are open to them.

The possibility of a school carrying on an effective program in community education is influenced by its space and equipment and the extent to which the facilities in the home and community as well as the school are utilized.

The community school suggests that type of organization which is built upon cooperative efforts according to the needs of the greatest possible number of individuals. Such a school would serve as a center for educational and recreational activities for all groups—pre-school, elementary, secondary, out-of-school youths, and adults.

In many ways the community school is the cultural and social center of the community. It is the "House of the People" not just of boys and girls of school age. There, the people find their winter lyceum

entertainments, their library (a joint school-community affair open certain evenings as well as day time), their basketball games, their place to hold Parent-Teacher Association and other meetings, their home talent dramatics, their music, and even their talking pictures.

Many villages are centered in their schools. The school may have the only large auditorium in the neighborhood. It is frequently the only place where sufficiently large rooms are available for community meetings. It may be used for voting, for an evening school, and for a recreation program. Because so much of the life of the village takes place in the school, the village has recognized that to keep the school strong is to keep the community strong.

While the great bulk of children still "go to school" in the old sense of the phrase, between nine in the morning and three in the afternoon, the school facilities are actually in use during all of the daylight hours and during some of the evening hours. The gymnasium, game rooms, play spaces, athletic fields, special workrooms, and the school library are available in the evening--also to the adult education programs in which parents and children share.

Community planning, which is growing rapidly in America, comprehends planning for the total program and its activities. Education being one of these, school building planning should include provision for educational needs of adults as well as for those of school age.

Used but a small portion of the time for public purposes, the school buildings and grounds are now being more and more utilized for the organization of the community--civic, social, educational, and recreational. It is the most suitable center because it is non-sectarian, non-partisan,

non-exclusive in character, and widespread in its influence upon the life of the people through their children. Modern school building takes into consideration these broader educational objectives. Much good will for a school system can be built up by the reasonable use of the school plant in the service of the community. The people who frequently use school buildings for educational, recreational, and cultural purposes are quite likely to appreciate schools.

The Community School Budget

The community school budget, cooperatively determined, is the financial plan for putting into action the educational plan agreed upon by lay citizens as well as school officials. Yeager, in speaking of the school budget, has the following to say:

The community school is adequately supported by a school budget cooperatively determined and sufficient to maintain the educational program and its services. Such expenditures are recognized as an investment in better community living rather than an expense to its citizens. (25, p. 443)

Local boards of education and the people of local units have the authority to raise locally as much money towards the support of their schools as they desire within a certain (usually high) legal limitation and within the bounds of their own resources, according to Mort and Ruesser (16, p. 65). They point out that the budget is an expression in dollars and cents of the educational program to be carried on and must begin in all respects with the nature and character of the educational activities that are to be supported by the community.

Democratic administration requires that there shall be a wide base of participation in the formulation of educational policies; that budget making officials shall themselves take active part in this policy making

process; and that these officials shall be both sensitive and responsive to the judgment of policy forming groups.

The persons who control the school budget in a large measure determine school policy. Therefore, it is essential that the board of education, who control budget making policies, in order to democratically plan the school program, call on lay citizens for help in formulating policies pertaining to school programs and budget making.

In all schools which have achieved the broader vision of community educational methods, it is common to find that understanding reflected in the formulation of the school budget in which sufficient funds are allotted to carry on the program decided upon by all interested parties.

Although the preparation, adoption, and administration of a school budget is a professional matter entrusted by law to the board of education and its administrative officers, there are certain aspects with which the public is definitely concerned.

The efficient financial management of the public school enterprise should be the concern of every lay citizen. Citizens should demand sound budgetary procedures, safe-guarding of public funds, adequate salary schedules, and wise administration as to construction, maintenance, and repairs of school buildings, and purchase of supplies and equipment.

Henry H. Lynn comments on the advisability of citizens being concerned with the school budget: "In view of the direct interest which the citizens have in the schools through their taxes . . . they are entitled to have some part in determining the nature of the school program." (21)

There are many advantages in close public participation in school budgeting procedure. Greater confidence is engendered in school authorities

if the citizens feel that budget planning is not a closed affair. Above all, it is probably the best means to educate the people concerning the nature and needs of the educational program. School budgeting procedures offer excellent opportunities for group action.

Lay participation in educational planning is based on adequate understanding and is most essential for a long range program of school improvement. Given a program that is sound, forward looking, and defensible, the citizens will rally to its support even though the cost seems excessive at the moment, and the funds not yet in sight. To this end education must always be considered as an investment and not an expenditure.

That the school budget should be determined by the type of school program desired by the community is brought out in a statement by the American Association of School Administrators: "The beginning point for good budgeting is a statement of the educational program which the community needs and wants." (1, p. 232)

Adequate financial support is one of the major ways by which the community can express its confidence in the educational system and its services.

The chief characteristics of a good budget is that it is a device for assisting in the educating of the child and not merely a form for financial accounting. The budget gives the people of the community a means of seeing the educational system as a whole.

A sound school budget begins with the objectives of the schools, continually determining the relative emphasis to be placed upon each objective; continually reviewing and evaluating all past policies, programs, activities, practices, or accomplishments and the evidences supporting each; continually weighing these against other possibilities and educational provisions not

being made; recommending a balanced and coordinated plan of action, or work program, for a given year, with supporting evidence; summarizing needs not being met, or provisions not being made, and the reasons they are omitted; and recommending possible plans for taking care of these in the future.

A sound school budget recommends plans of action, or programs of work, for public schools which do not duplicate the work of other agencies, which make maximum use of services provided by other agencies, which foster a balanced and coordinated program of action for the community as a whole, and which takes into consideration the present and future needs of all educational services.

Building the educational plan requires a democratic division of responsibility. Persons having an intimate acquaintanceship with individual children and adults served, with the broader implications of education, with community problems, and with group, state, and national interests, must be heard in making budgetary decisions. The background, experience, skill, intelligence, inventiveness, criticisms, and suggestions of all individuals and groups concerned, including children and adults served, must be pooled. There must be channels for the exchange of information and ideas which affect the budget. Participation, interest, and assistance must be welcomed, not discouraged.

In making the budget, attention should be centered upon objectives, ideals, emphasis, and standards to be achieved, and the major policies adopted to carry out purpose, especially those relating to curricula, services, organization, personnel, materials and housing. These should be examined and modified from time to time as necessity requires. All persons

concerned should be familiar with them and should have an opportunity to participate in their formulation and modification.

Having agreed upon objectives, emphases, and standards to be attained through the educational undertaking, the means for putting them into action must be considered. These include courses, curricula, services, personnel, techniques, procedures, and activities whose planning cannot be divorced from organization, limitations, and other policies relating to them.

A good budget is inclusive of all aspects of the public school program involving financial transactions, including curricular or extra-curricular.

A good budget involves continuous publicity to call attention to objectives, services rendered, policies in force, needs not being met, costs, results, and other data essential for continued public support and confidence. The budget document itself should contain all essential information and should be simple, interesting, and widely distributed. Public hearings should be encouraged rather than discouraged. The public should know for what it is spending its money.

A school budget is a financial plan which should be so developed as to provide as adequately as possible for educational needs. It should help to assure that the program has been carefully thought out in advance and will be carried out in such a manner as to avoid actions based on impulse and expediency.

AN EVALUATION OF THE WILLARD SCHOOL AS A
COMMUNITY-CENTERED SCHOOL

The next phase of this study has attempted to formulate a plan whereby the Willard School may be evaluated in terms of the standards described in the previous section. To do this, a questionnaire was composed containing two or three questions pertaining to each of the 10 areas of the study. These questions were designed to bring out the main points of each section. Questionnaires containing a total of 26 questions were given to a total of 106 school patrons and 20 educators. Replies were received from 81 patrons and 16 educators, a return of 77 per cent. The 106 school patrons included all families with children now attending the school. The 16 educators included the present teaching staff and all former teachers who could be contacted.

No attempt was made to classify the returns other than to classify them as "educators" or "patrons". No attempt was made to consider such things as occupational status, financial status, education, or social status of the school patron group. There may be some limitations to the results of the survey as it was conducted. Since the persons answering the questionnaire remained anonymous, there was no way to determine how the results were influenced by those friendly to the school or vice versa. Then, too, had all questionnaires been returned, the net results may have been somewhat different. It was felt, however, that by keeping the replies anonymous, people would be more inclined to give their honest opinions. Also, the fact that a large per cent of the questionnaires

were returned, indicates that the survey represents a fair cross section of the community. In addition, it was not the purpose of this study to determine the attitude or opinion of any segment of the community. The collective opinion of the community as a whole toward the school program was the aim of this study.

The replies have been tabulated and the results computed in percentage points to the nearest tenth of one per cent. The following section of the study is a series of tables showing the results obtained in answer to the questionnaires. A description of each of the 10 tables is given. It is the purpose of the following section to evaluate the school in its role as a community center. From the picture thus obtained, a better educational program should develop.

Opinions Concerning Community Improvement (Criterion 1)

The community school should improve the community through participations in its activities. To determine to what extent the Willard School improves the community the two following questions were asked:

1. To what extent does the Willard School improve the quality of living for the citizens of the community?
2. To what extent does the school participate in community activities designed to improve community living?

Table 1 would tend to indicate that the lay public is more fully satisfied with what the school is doing than are the educators, since a larger per cent of the public rated the school as doing "very well" in its efforts to improve the community. Since 54.3 per cent of the lay public rates the school as doing "very well", and 42.6 per cent rate it "fairly well", it would seem to indicate that in the public mind there is general satisfaction with the achievements of the school to better the

Table 1. Opinions of teachers and lay public on community improvement through the school*

Item No.	Group	Very well	Fairly well	Poorly	Not at all	No opinion
1	Gen. public	56.3	39.6			3.6
1	Teachers	43.7	56.3			
2	Gen. public	51.8	45.6	1.3		1.3
2	Teachers	31.2	68.8			
Average:	Gen. public	54.3	42.6	.7		2.5
Average:	Teachers	37.5	62.5			

*Figures in this and tables that follow are computed to the nearest tenth of one per cent and do not in all instances add up to one hundred per cent.

community. Probably the public is more fully satisfied because it is not too well informed as to what actually is possible for a school to do for a community if it is truly a community-centered school. The fact that educators are more conservative in their evaluation would tend to show realization on their part that the school could do more toward community improvement than it is now doing.

A comparison may be drawn from the recent Public School Survey completed in February of 1953 for the state of Utah. The question was asked, "In general, what is your attitude toward results being achieved by the public school system in your community. That is, are you well satisfied, fairly well satisfied, or not too satisfied?" The public was 72.3 per cent "well satisfied", 15.1 per cent "fairly well satisfied", 9.0 per cent "not too satisfied", and 3.6 per cent were undecided. To the same question

the educators of the state were 36.1 per cent "well satisfied", 58.7 per cent "fairly well satisfied", 4.6 per cent "not too satisfied", and .6 per cent "undecided" (20, p. 5).

We find here the same indication as was found in the survey of the Willard School. The general public is more fully satisfied than the teachers. In the State Survey the general public rated the schools somewhat higher than the Willard School public, but the educators in both instances were only a few percentage points apart in their evaluation. It must be noted, however, that the State School Survey of Public Opinion covered the whole educational field, while the topic discussed under table 1 of this survey covered but a single aspect of it.

Perhaps the patrons of the Willard School are rather liberal in their evaluation of the school in improving the community because they are aware of the contributions that the school does make to the welfare of the community. Although they are more fully satisfied than the teachers, there are indications that they have some definite reasons for arriving at their conclusions. There are some rather definite ways in which the school is contributing to community improvement in the opinion of both public and teachers.

By teaching the tools of learning, the standards of the community have been raised, and through the teaching of the arts, the cultural values have been improved. The school has participated and still does participate in various projects designed to improve community living. Such things as community-wide recreational projects, Halloween carnivals, Christmas pageants, May days and operettas are for the benefit of the entire community. For example, since the school and Parent-Teacher

Association have sponsored the Halloween carnival for people of the community and particularly the youth, in the opinion of the people of the community, vandalism has diminished to such an extent as to be hardly noticeable.

The school participates in holding a pre-school physical examination for all children. Another examination, sponsored by the school is given to students of the seventh grade. The school district has a registered nurse available to any school in need of such services and regular visits are made to the school. Along this line, the teaching of health and health habits are a phase of the school program which would contribute to the well-being of the community. Also, the school lunch is available at very reasonable cost to those who wish to participate in the program. Through the school lunch program, it has been possible to more effectively teach the importance of proper diet in the health of the individual. Table manners and group etiquette are also taught in connection with the lunch.

Other things worthy of mention are the School Highway Safety Patrol, participation in a city-wide clean-up each spring when the school cooperates with the city in cleaning up the city square, and cooperation with the Parent-Teacher Association in community activities. It was through the combined efforts of school, Parent-Teacher Association, and community that the landscaping on the city square and around the school building was completed.

It may be concluded from the results compiled from the survey made of the community and in the light of certain achievements of the school, that the Willard School is doing reasonably well in contributing to the

improvement of community living.

Opinions Concerning Educational Planning (Criterion 2)

The community school shares with citizens the responsibility for identification of community needs and the development of action programs to meet these needs.

To determine to what extent this exists in the Willard School-community program, these three questions were asked:

1. To what extent are you informed as to the purposes, content, and methods of the educational program of the school?
2. To what extent has the public participated with the school in setting up the school program with the purpose in mind of studying community problems and setting up a program to meet these problems?
3. To what extent has the school shared with the citizens of the community the responsibility for finding and solving the needs of the community?

Table 2. Opinions of teachers and lay public concerning cooperative planning of the educational program

Item No.	Group	Very well	Fairly well	Poorly	Not at all	No opinion
1	Gen. public	41.1	44.3	11.2		2.4
1	Teachers	50	50			
2	Gen. public	8.6	46.9	35.5	1.3	7.4
2	Teachers	6.3	43.7	50		
3	Gen. public	25.9	49.4	16	2.5	6.2
3	Teachers	6.3	50	43.7		
Average:	Gen. public	25.9	46.9	21	1.3	5.3
Average:	Teachers	20.9	47.9	31.2		

Here we see an indication that the public is still more fully satisfied than the educators, although both groups rate the school lower in this area of the survey than on the area first evaluated. The results thus obtained tend to indicate that the school is making its program known to a much better extent than it is participating with the public in setting up and solving the problems of the community.

Probably the public learns of the school program largely through the reports of the children who attend the school, and in this way keep reasonably well informed. Parent-Teacher conferences are also held twice each year and are attended by representatives of almost one hundred per cent of the families with children in school. This is another method of informing the public of the school program, and is the principal means by which teachers and parents plan to meet problems that arise which concern pupils, parents, and teachers. This planning is, however, more of a planning for the individual child rather than a program of action for community and school.

Probably the area of cooperatively planning to meet school-community problems is one of the most neglected in the Willard School program.

Another comparison may be drawn from the Public School Survey. The Survey asked the general public of the state as well as the teachers this question: "How well would you say the public schools in your community keep the public informed about what they are doing--very well, fairly well, or poorly?"

Of the total public, 54.7 per cent rated the schools of the state "very well", 34.3 per cent "fairly well", 7.0 per cent "poorly", and 4.0 per cent "no opinion". Of the teaching profession 33.7 per cent rated

the schools "very well", 59.5 per cent "fairly well", 6.5 per cent "poorly", and .3 per cent expressed "no opinion" (20, p. 13).

This comparison shows the citizens of Willard to be more conservative than those of the state as a whole insofar as questions are comparable, while the teachers of Willard are a little more liberal in their evaluation than those of the state. The same trend is noted, however, in both the State Survey and this survey. In the area of informing the public about what the schools are doing as compared to the improvement in community living or school achievements, the schools are not doing so well in the opinion of both lay public and professionally trained educators.

Opinions Regarding the Curriculum (Criterion 3)

The community school curriculum is sufficiently flexible and comprehensive to meet its purpose and is centered in a study of community structure, processes, and problems.

In order to ascertain to what degree the Willard School patrons and teachers felt that this criterion was applicable to the Willard School they were asked three questions from which the following information was derived:

1. To what extent is the curriculum centered in the objectives of improving community living?
2. To what extent is the curriculum centered in a study of community structure, processes, and problems?
3. To what extent does the curriculum meet new situations as they arise?

It would appear from the figures in table 3 that the school is doing much better in trying to improve the community, as was discussed

Table 3. Opinions of teachers and lay public as to the adequacy of the school curriculum

Item No.	Group	Very well	Fairly well	Poorly	Not at all	No opinion
1	Gen. public	32.1	50.6	14.8		2.5
1	Teachers	6.3	56.3	37.5		
2	Gen. public	17.3	48.1	23.4		11.2
2	Teachers	6.3	25.0	62.5		6.3
3	Gen. public	25.9	60.5	3.7		9.9
3	Teachers	31.2	68.8			
Average:	Gen. public	25.1	53.1	13.9		7.9
Average:	Teachers	14.6	50.0	33.3		2.1

in connection with table 1, and in meeting new situations as they arise, than in adapting the curriculum to a study of the community itself. It can be noted, too, that educators again are more conservative in their evaluation than are parents. This situation might possibly be explained by noting that teachers should be informed more fully than parents as to what constitutes a good school program, and are, therefore, better able to judge the extent to which the school is meeting educationally sound practices. Parents are probably more inclined to judge the school by standards as they knew them when they attended school, and are not generally too well informed about modern trends in education. Another factor is that parents are quite inclined to be generous in their appraisal of the school so long as their own children seem to progress satisfactorily in acquiring the fundamentals of learning. Probably only those who

have some complaint against some individual in the school system or are unhappy about some particular incident that has not pleased them will be inclined to be extremely critical.

The response to the first question would tend to indicate that parents and teachers alike are in a majority "fairly well" satisfied that the school is attempting to improve the community, and the curriculum is at least partly directed toward this objective. As has been pointed out previously, the teaching of the fundamentals, arts and crafts, participation in community activities, etc., which are the bases for the curriculum, would tend to improve the community.

In regard to the second item, or the curriculum being based on a study of the community, it would seem, since a smaller percentage of both parents and teachers rate the school "very well" and "fairly well", and more rate the school "poorly", that there is a realization that the curriculum is still mainly subject-centered rather than community-centered. It may be concluded that the school is doing "fairly well" (to a lesser degree than noted in tables 1 and 2) in the opinion of the parents, but only "poorly" according to teachers in the matter of centering the curriculum in a study of community structure, processes, and problems.

The third item related to meeting new situations, finds a substantial majority of both parents and teachers "fairly well" satisfied. A significant number rate the school "very well", while only a few rated the school "poorly", or expressed "no opinion".

This may be an indication of the fact that people have been aware over the past few years of some changes in the school program that would substantiate this evaluation. Audio-visual education has been introduced

into the school. As a matter of fact, the Willard School was the first in Box Elder County to use motion pictures as an aid to teaching. The traditional 15-minute recesses of a few years ago have been replaced by an organized and supervised recreational program--also the first in Box Elder County. This program has been approved by the Box Elder County Office of Administration and Supervision and is now a part of the school program in most elementary schools of the county. The school lunch has been added to the school and integrated with the teaching of health. Instrumental and vocal music and handicraft classes have been added for the upper grades.

Summing up the idea of the curriculum being flexible, comprehensive, and community-centered, it is found that it is "fairly well" so, according to a majority of both parents and educators.

Opinions Regarding Community Resource Use (Criterion 4)

The community school makes full use of all community resources for learning experiences.

Parents and teachers were asked to evaluate this area of the school program by answering the following two questions:

1. To what extent does the curriculum utilize the resources of the community for the enrichment of the school program?
2. To what extent does the curriculum make use of such things as field trips, surveys, resource people, newspapers, radio, etc. for the enrichment of the school program?

From table 4 figures it would appear that the largest percentage of both parents and teachers rate the school "fairly well" in this area. More parents than teachers are "very well" satisfied, while more teachers than parents are "poorly" satisfied. The writer of this report cannot agree with this evaluation by either the teachers or parents who rate the

school "very well" or "fairly well", but must agree with the minority who rate the school as doing "poorly".

It is true that the school has taken a few field trips--very few--called in a few resource people, listened to an occasional radio speech by the President of the United States, and viewed one telecast--that of the inauguration of President Eisenhower. It is probably a knowledge of these few experiences that prompts the public to be generous in their evaluation, but in the matter of using community resources, relatively little has been done. The general public is probably not too aware of the possibilities of utilizing such things for the enrichment of the curriculum, but educators should be.

Even though Willard is but a small community, it has a wealth of resources--especially physical resources, and a very rich historical background. Within a very few miles lie some of Utah's outstanding natural attractions. To the west only a matter of two miles are both the Great Salt Lake and the world's largest Migratory Game Bird Refuge. On this refuge abound a myriad of wild fowl. To the east is the picturesque Willard Mountain with its famous Wasatch fault visible. The history of its devastating floods are evident in its eroded gullies. The United State government spent a sizable amount of money and labor in flood prevention on this mountain, and the results that are evident make a good example of conservation of natural resources. The terraces, dikes, plants, and trees that were used to prevent floods are still in evidence.

The agriculture of the area is very diversified. Practically every type of fruit, vegetable, or grain that can be grown in a temperate climate is raised here. Dairying and cattle raising are carried on extensively.

Table 4. Opinions of teachers and lay public in regard to school use of community resources to enrich the school program

Item No.	Group	Very well	Fairly well	Poorly	Not at all	No opinion
1	Gen. public	24.8	56.8	9.9		4.9
1	Teachers	12.5	50.0	37.5		
2	Gen. public	43.1	32.1	21.0	1.3	2.5
2	Teachers	18.8	43.7	27.5		
Average:	Gen. public	35.8	44.5	15.5	.7	3.7
Average:	Teachers	15.7	46.9	37.5		

Some of the finest farms, orchards, and dairy herds are located here.

The community still abounds in the pioneer culture of the region. Willard, or Willow Creek, as it was then known, was the first settlement in Box Elder County, having been settled on March 31, 1851. Many rock homes, still in use today, were built by the early settlers. The first grist mill is also still standing. The original irrigation system of the community is still partly being used.

The people of the community themselves constitute a resource which could enrich the school to a great extent if their services were available and could be utilized. A great many occupations, skills, and hobbies are represented among the residents. There are many with extensive backgrounds of travel both in the United States and foreign countries. Many have served and are serving in the armed forces at home and abroad. A considerable number have served on missions for the Latter Day Saint Church.

Willard is very favorably located adjacent to a number of more populous centers with their man-made as well as natural resources, and in this age of modern travel many of the advantages offered in other places could enrich the curriculum if properly planned. Ogden and Brigham City lie within a few minutes' time of traveling, and with a very few hours of travel other centers of scenic and industrial importance are within reach. However, it must be noted that facilities for travel to such places have not been too readily available due to the expense involved.

It would be quite apparent, even in the light of this very brief discussion, that the community resources available to the Willard School offer many opportunities to enrich a good portion of the school program. It is the opinion of the writer that the school has done relatively little in this area of the school program, in spite of the evaluation given by the persons who responded to the survey.

Opinions Regarding Community School Sharing (Criterion 5)

Two questions were asked to the citizens and group of educators of the Willard community to help evaluate the above stated criterion:

1. To what extent does the school share with other community agencies such as the Church, Boy Scouts, 4H Clubs, Lions Club, etc., the responsibility for providing learning experiences for members of the community?
2. To what extent does the school cooperate with these other agencies in planning for educational opportunities for the citizens of the community?

From the figures in table 5 it may be concluded that the school is doing "fairly well" to "very well" in the minds of the public in the area of sharing with other community agencies, but to teachers, mainly "poorly" to "fairly well". We may note that with both groups the area of sharing

Table 5. Opinions of teachers and lay public regarding cooperation of school and community agencies in providing educational opportunities

Item No.	Group	Very well	Fairly well	Poorly	Not at all	No opinion
1	Gen. public	38.3	38.3	17.3	1.3	4.9
1	Teachers	25.0	43.7	31.2		
2	Gen. public	34.5	38.3	19.7	1.3	6.2
2	Teachers	6.3	50.0	43.7		
Average:	Gen. public	36.4	38.3	18.5	1.3	5.5
Average:	Teachers	15.7	46.9	37.5		

rated better than that of planning.

The writer is inclined to agree with the response to the first item more so than with the second. In the area of sharing with other community agencies, the school is fortunate in having a fine working relationship with the church and community. According to the concept of the ideal community school, the school must be prepared to offer all such services to the citizens of the community as may be deemed necessary for the improvement of the community. In the society of which the Willard School is a part, the church has, since early pioneer days, taken care of a great many community needs which fall to the school in many other areas of the nation.

A great many of the social, recreational, and cultural needs of the community have been assumed by the church, and for the school to enter into these areas would be a duplication of effort and often a conflict of interests.

The Mutual Improvement Association of the church sponsors music, speech, drama, and athletic events. Young people of the community share in these activities of the M.I.A. as well as those sponsored by the school. The Boy Scouts and 4H Clubs teach citizenship, crafts and health. Such activities carry over into and benefit the school.

Civic organizations in this small community are limited to a Lions Club which is still in its infancy and is, as yet struggling for existence, and has not yet participated to any great extent in any activity with school, church, or community. A contemplated project by the club of putting lights on the city square for night softball and other recreational activities will be a great boon to the community if and when completed.

The school and church exchange the use of their facilities when it is advantageous to either or both organizations. The school uses the church recreational hall or chapel, and the church uses the school's smaller auditorium for various purposes. Any equipment belonging to the school that can be of use to the church is readily available and used occasionally, and the reverse of the situation is true.

Probably in the area of sharing with other community agencies, the school is doing about as well as the community expects it to.

As far as the actual planning to share with other organizations for the education of the citizens is concerned, there is little done. The fine relationship that exists is more a matter just taken for granted as it comes along and is a result more of tradition than actual over-the-table planning. There is a possibility that the planning was done in years past, but to the knowledge of the writer, there has been no actual planning between school and community groups for the community educational

program. It has been the sort of thing that has grown up with the community and has resulted in the school assuming certain responsibilities and other agencies assuming others. In any event, there exists a fine school-community relationship in regard to community activities.

From the foregoing statistics and discussion it may be concluded that the Willard School is doing a relatively satisfactory job of sharing with the community the responsibility of providing learning experiences and activities for the members of the community.

Opinions Concerning Evaluation of the Program (Criterion 6)

The community school evaluates the improvement of the program as evidenced by the quality of living for all its members.

To ascertain the degree to which the above criterion is true, the following questions were asked and the following evaluation was given:

1. To what extent is the school program guided by the quality of living in the community?
2. To what extent is the curriculum evaluated in terms of the quality of living?

From the data given in table 6 it would appear that both teachers and parents feel that the school is largely doing "fairly well". The teaching group is not so inclined to rate the school "very well" as the public, and leans more heavily to the lower ratings. It would further seem that the first aspect of the problem is true to a higher extent than the second. It may also be noted that both groups are a little more inclined in this particular area to hesitate to express an opinion. Almost 1 out of 10 of the public failed to respond to this item. This may be interpreted as indicating an area where not too much is known by those polled.

Table 6. Opinions of teachers and lay public concerning evaluation of the school program in terms of the standard of living

Item No.	Group	Very well	Fairly well	Poorly	Not at all	No opinion
1	Gen. public	39.4	49.4	2.5	2.5	6.2
1	Teachers	25.0	62.5	6.3		6.3
2	Gen. public	27.2	41.9	17.3		13.6
2	Teachers	18.8	43.7	37.5		
Average:	Gen. public	33.3	45.7	9.9	1.3	9.9
Average:	Teachers	21.9	53.1	21.9		3.2

If those participating in the poll had been well informed as to the real purpose, intent, and even meaning of evaluation, the results might have differed considerably. The true test of evaluation comes in observing by various means the degree to which desired changes in the habits, attitudes, and achievements of pupils are actually taking place. Constant evaluation is necessary to ascertain the degree to which the lives of the citizens are affected. Evaluation should influence the purposes, contents, and methods of education and should determine the goals of the educational program.

The program of evaluation in the Willard School is concerned more with the effects of the school program on the individual students in their academic progress than with the aspects of living on the home level. The main techniques used are objective tests and observation of individual behavior. In isolated instances home and family conditions have been studied in an attempt to improve the lives of certain individuals and families,

but this has been the exception rather than the rule.

The school program has been modified in certain instances to improve the teaching program after certain deficiencies in the academic skills have been revealed. To just what extent this type of evaluation carries over into the improvement of the quality of living is uncertain. To the extent that the improvement of the fundamentals of learning due to programs of evaluation would better equip the individual to carry on in life, the program of evaluation would improve the quality of living.

Opinions Concerning School Personnel (Criterion 7)

The community school secures staff personnel properly prepared to contribute to the objectives of the school, facilitates effective work and continuous professional growth by members of the staff, and maintains only those personnel policies which are consistent with the school's purpose.

To attempt to ascertain to what degree the above statement is true in regard to the personnel of the Willard School, parents and teachers were asked the following questions:

1. To what extent is the school staff professionally prepared to contribute to the objectives of the school?
2. To what extent does the school staff strive to improve the quality of the school program?
3. To what extent are the school's personnel policies guided by the objectives of the school?

The results as shown in table 7 would indicate that in the opinion of a substantial majority of both parents and teachers, the school is doing very well in the matter of securing properly qualified staff personnel. They also seem to be in rather close agreement although the parents are, on the whole, still more liberal in their appraisal. The school

Table 7. Opinions of teachers and lay public regarding the quality of the school staff

Item No.	Group	Very well	Fairly well	Poorly	Not at all	No opinion
1	Gen. public	86.4	9.9			3.7
1	Teachers	93.7	6.3			
2	Gen. public	67.8	27.2	2.5		2.5
2	Teachers	50.0	50.0			
3	Gen. public	48.2	43.1	2.5		6.2
3	Teachers	43.7	56.3			
Average:	Gen. public	67.8	27.2	1.7		2.9
Average:	Teachers	62.5	37.5			

rates "very well" in the opinion of a large percentage in the matter of the staff striving to improve the school program.

At the present time, there are five teachers in the school, all of whom are fully certified and three of whom are well on their way to obtaining Master's Degrees in education. All five teachers have had considerable teaching experience ranging from a minimum of 4 years to a maximum of 13. Three of the five have been in their present position for nine years, one for three years, and the other for two years.

The teaching personnel of the school have not been professionally prepared to this same extent until during the last few years. During and immediately after the war years, there was considerable teacher turnover in the school and many of the teachers were emergency teachers who were less professionally prepared to teach. In the nine years covered

by this report, there have been a total of 21 teachers employed at the school, exclusive of substitutes, and this despite the fact that three of the present teachers have been in their present positions for the full nine years. Also, there has been no change in teacher personnel during the past two years, and only one change the year before. Most of this turn-over has taken place in six years and in three classrooms-- the school was a six-teacher school until 1952 when a slight decrease in enrollment resulted in the loss of one class.

The public, in their appraisal of the present school personnel, probably reflect their approval that the teaching staff has been of a more permanent status and also have improved in professional training. It might be noted that two of the teachers who came in as authorized teachers nine years ago have now received their Bachelor's Degrees. This has been accomplished by summer school, extension classes, and correspondence, and is an indication that the professional training has improved.

Assuming that the objectives of the school are designed to improve the community through participation in its activities, it would mean that the teachers would need to be thoroughly acquainted with the community and participate in its activities. Also, the standards of social conduct prescribed by the community for its members would need to be observed by teachers. The intent of item three of this section was to determine to what extent teachers are meeting community standards, participating in its activities, and so forth.

The response to item three would indicate that the public and teachers are almost equally divided in their opinion between "very well" and "fairly well" in this respect. This would seem to indicate general

satisfaction to this particular item and is probably justifiably so. The teaching staff, in the main, over the past several years have participated very freely in community activities. In many instances they have held responsible positions and have rendered a great deal of service. Most of them have lived in the community and only lack of housing has prevented all of them from doing so.

The church is the most prominent institution of the community, outside of the school, and all teachers have been members of the predominant faith and most of them have been very active in church affairs. It is the opinion of the writer that practically of them have maintained high standards and have conformed very satisfactorily to accepted community standards.

It may be concluded that the staff personnel is to a relatively high degree, doing acceptably what is expected of them.

Opinions Concerning Individual Pupil Needs (Criterion 8)

The community school is aware of the needs of pupils as individuals in a democratic society and plans a program to meet these needs.

An evaluation of this statement was asked for in the following items:

1. To what extent does the school recognize each child as a separate individual?
2. To what extent does the school strive to meet the needs of the students as individuals?
3. To what extent does the school recognize the rights of each individual student as a member of a democratic society?

In the area of pupil personnel and guidance, the indication is that the school is doing "fairly well" in the opinion of slightly less than a majority of the public, but rates "fairly well" in the opinion of a substantial majority of teachers. Almost half of the public rate the school

Table 8. Opinions of teachers and lay public on recognition of the needs of the individual

Item No.	Group	Very well	Fairly well	Poorly	Not at all	No opinion
1	Gen. public	48.2	49.4	2.5		
1	Teachers	31.2	68.8			
2	Gen. public	44.3	50.6	2.5	1.3	1.3
2	Teachers	18.8	75.0	6.3		
3	Gen. public	48.2	49.4			2.5
3	Teachers	31.2	68.8			
Average:	Gen. public	46.9	49.8	1.7	.4	1.3
Average:	Teachers	27.1	70.9	2.1		

as doing "very well" as compared to roughly one-fourth of the teachers. A very small per cent give the rating of "poorly" or "no opinion".

There seems to be no great variation in the three phases of this section, although item number two regarding meeting the needs of the individual, rates slightly lower than the other two.

In the area of recognizing individuals, their rights, and planning a program to meet their needs, it is apparent that the school is doing just "fairly well". There is obviously room for improvement. Most of the things that the school is doing to develop individuality, come in the activities outside of regular class routine. Although efforts are made through the use of projects (both group and individual) and individual help by teachers, classroom instruction is still largely on a "mass participation" basis.

There are a number of activities carried out, however, that do allow for individual growth and development of special abilities. The students participate in their own student government, choosing officers and conducting their own affairs, with teacher guidance, of course. Regular student assemblies are held which are planned, conducted, and participated in by the students. The School Safety Patrol has its own organization and conducts its own activities almost entirely without teacher guidance. The principal is the advisor, but does little except observe.

Students help plan their own entertainments and also the decoration of the school in keeping with the various seasons or holidays of the year. Each year's plays and operettas are presented which give pupils an opportunity to develop their talents. For these activities, the students have nearly always constructed their own scenery and provided a large share of stage properties.

During the past two years in the upper grades, students have had the opportunity to choose to a limited extent which class they prefer. The school has offered handicrafts, vocal music, and instrumental music and students have been free to take their choice.

At all times pupils are taught to respect the rights and property of others, and to respect and take care of public property. One of the major points of emphasis in the entire school program has been to teach the students to be good citizens.

From the appraisal given to this section, it would appear that the school is doing at least fairly well in the treatment of the child as an individual in a democratic society.

Opinions Concerning the School Plant (Criterion 2)

The community school buildings, equipment, and ground are so designed, constructed, and used as to make it possible to provide for children, youth, and adults those experiences in community living which are not adequately provided by agencies other than the school.

These questions related to the topic were asked to obtain the desired information:

1. To what extent are the buildings, grounds, and school equipment designed to provide educational and recreational opportunities for all members of the community?
2. To what extent does the school cooperate in making available the school facilities for community use?
3. To what extent does the community utilize the facilities that are available?

Table 9. Opinions of teachers and lay public regarding the adequacy of the school plant and equipment

Item No.	Group	Very well	Fairly well	Poorly	Not at all	No opinion
1	Gen. public	36.4	54.4	7.4		3.6
1	Teachers	37.5	62.5			
2	Gen. public	75.3	22.1	1.3		1.3
2	Teachers	75.0	25.0			
3	Gen. public	29.7	56.8	8.6		4.9
3	Teachers	25.0	56.3	18.8		
Average:	Gen. public	47.1	44.4	5.8		3.3
Average:	Teachers	45.8	47.9	6.3		

Here it is found that the public and teachers are in very close agreement on all three phases of the topic evaluated. The general picture rates the school plant almost evenly divided as being "very well" and "fairly well" adequate to fulfill its purpose, available, and utilized by the community. In the matter of adequacy, the general opinion tends to "fairly well" in the opinion of the majority. A few rate it as "poorly". In the area of the school being made available, the rating is highly in favor of "very well". The last, or public utilization, rates lower than the others and probably rightly so. A majority feel that the public is utilizing the facilities to a fair degree, while a significant number think it is done "poorly".

To interpret the responses, we need to examine the school plant in its community setting. The school is located in the center of the community on the city square. The west half of the square, on which the school rests, belongs to the school district. The east half belongs to the city of Willard. On the city half is a baseball diamond used by both school and community. North of the school building is a tennis court, located on school property, built jointly by school and city, and used by all citizens. It is equipped with lights for night activities and this expense is assumed by the city. The city owns the water for lawns and shrubs on both halves of the property and furnishes water free for school purposes. The school district, in return for the water, mows the lawn on both halves of the square, which is, incidentally, all in lawn except for sidewalks and the tennis court.

Adjacent to the school is the Latter Day Saint Church which has a fine recreation hall and is used for most social activities of the

community. This hall is also equipped to show movies and also is used for playing basketball.

The school itself is fairly modern, having been completely remodeled in 1939 at a cost of \$30,000. It now contains six classrooms with closets and cloakrooms, a small auditorium, a stage, a kitchen, a lunchroom, and two lavatories.

The combined school building, city square, tennis court, and church recreational hall make it possible to have a fairly good community recreational program. The tennis court, since it is lighted and equipped for basketball, is used almost nightly during good weather. When the weather is inclement, basketball is played in the church recreation hall. Plays, dances, parties, and movies are held frequently during the fall, winter, and spring months. During spring, fall, and summer months the baseball and soft ball fields are used extensively by several groups ranging from school age to adults. The school building is used only rarely for recreational activities, since other facilities are available. Occasionally small groups request permission to use the school building for socials or meetings.

As for educational facilities for the community, the school is rather poorly equipped to be of much service. There is nothing in the line of equipment with which people might work in the arts, crafts, or vocations. Also, the faculty of the school is not qualified to teach along these lines. Any educational pursuits followed by citizens of the community would most likely be limited to discussion groups, panels, book reviews and conferences. Such a program was sponsored in 1951 by the Parent-Teacher Association organization but received little support from

the public and died from lack of interest, capable leadership, or both.

The more specialized phases of the educational program are taught at the Box Elder High School at Brigham City, seven miles distant from Willard where the high school students are transported daily. At this school a very full schedule of activities occupies a large portion of the time of the high school students and the local elementary school is not called upon to provide activities for this group. Also, a program of adult education is offered for the adults in the area served by the high school. Relatively few of the adults of Willard, however, have taken advantage of the adult education program.

Thinking in terms of the larger school-community of which the high school is a part, our citizens have available many educational and recreational facilities if they desire to use them.

It may be concluded that the school facilities for the citizens of Willard are fairly adequate to provide an educational program for all of its citizens, are readily made available, but used to only a limited extent.

Opinions Concerning the School Budget (Criterion 10)

The community school budget, cooperatively determined, is the financial plan for putting into action the educational plan agreed upon by lay citizens as well as school officials.

The attitude of the community of Willard as to the extent to which this is true is brought out as follows:

1. To what extent is the school budget adequate to finance the educational program?
2. To what extent does the school administration cooperate with the public in formulating the financial policies of the schools?

3. To what extent do lay citizens participate in formulating the school financial plan?

An over-all appraisal of this section appears to indicate that the largest percent of both parents and teachers feel that the school budget is "fairly well" meeting its obligations. However, in this particular area, the column listed "poorly" is listed by a larger per cent than any other item in the survey. Only a very few give a rating of "very well". Roughly one-third of those polled rate the budget and budgetary practices as doing "poorly" what is is purported to do.

It is interesting to note that in item one, relating to the adequacy of the budget, the largest percentage rate the budget as "poor". This

Table 10. Opinions of teachers and lay public as to the adequacy of the school financial plan

Item No.	Group	Very well	Fairly well	Poorly	Not at all	No opinion
1	Gen. public	7.4	38.3	44.3	2.5	7.4
1	Teachers		43.7	56.3		
2	Gen. public	22.1	50.6	8.6	4.9	13.6
2	Teachers	6.3	68.8	12.5	12.5	
3	Gen. public	1.3	35.8	38.3	8.6	16.0
3	Teachers		25.0	50.0	25.0	
Average:	Gen. public	10.3	41.6	30.4	5.3	12.3
Average:	Teachers	2.1	45.8	39.6	12.5	

may be accounted for by noting that the public is aware of curtailments in school services in the last year or so, low teacher salaries, and lack of equipment. In the case of the Willard School, the public has felt the effects of the inadequacy of school funds when one classroom was eliminated from the school mainly for this reason. The public is also aware that all of the audio-visual equipment owned by the school was purchased by the Parent-Teacher Association without any assistance from the Board of Education. Many other items used to enrich the school program have been provided in the same manner and might not have been available otherwise.

In the matter of the administration cooperating with the public in formulating the school financial plan, an awareness is shown that such is done "fairly well" by a majority of responses. The school financial plan is, of course, a county-wide affair, and those responsible for budget making have always held public budget hearings, held planning meetings when any major expenditure of school funds was involved, and published financial reports.

As is indicated in item three, however, the citizens have participated rather poorly in planning the financial policy of the schools. Relatively few people ever attend the budget hearings or planning meetings unless they wish to oppose some particular project or register some complaint against some proposed expenditure.

As far as financial planning on a local level is concerned, it is practically non-existent. This may be one explanation for the relatively low evaluation of the area of school financing covered by this section of the report.

Another comparison may here be made from the recent Public School Survey for the State of Utah. A question was asked regarding the adequacy of teachers' salaries which is one of the major items of the school budget and would relate to item one from this section. "All things considered, do you think the salaries of teachers in public schools are too high, about right, or too low?" (20, p. 35)

Of the total public surveyed, 1.4 per cent felt salaries were too high, 33.5 per cent about right, 51.7 per cent too low, and 13.4 per cent undecided. This evaluation of teacher salaries is quite similar to the evaluation of the adequacy of the school budget in this survey.

SUMMARY

The school must assume a large share of the responsibility for providing educational, recreational, and social experiences for all of the citizens of the community. It must strive to improve community life; it must share with citizens the task of planning for the education of the citizens; it must plan a program adapted to the needs of the community; it must utilize the resources of the community to improve the educational program; the school must evaluate its program in terms of the effects on community living; the school staff must be adequately trained and must be community minded; the school must be aware of the needs of pupils as individuals; the school plant and school budget should be adequate to provide the educational program decided upon by the citizens of the community.

It may be concluded that the school has a vital role to play if it is to discharge adequately its responsibility to the community it serves.

The citizens, too, have a responsibility to the school. They must provide adequate school facilities and sufficient funds to carry out a well-rounded educational program. They should strive to cultivate the type of community atmosphere that will induce educators to provide the best type of community-school program. Both educators and lay citizens should cooperate to the fullest extent to provide the type of educational program that will benefit all of the citizens of the community.

From the foregoing tables and discussion the indications are, that to a large extent, the Willard School is doing "fairly well" in meeting

the standards of a community-centered school. In 7 out of 10 areas examined, the public rated the school as doing "fairly well", and in the other three, "very well". In only one instance, that of the school financial plan, was the percentage very large that indicated that the school is doing "poorly".

The teachers were consistently more conservative in their appraisal than the public, rating 9 out of 10 areas "fairly well" and but one "very well". The public ratings in the column indicating "very well" were consistently higher than that of the teachers, while the teacher ratings of "fairly well" and "poorly" were consistently higher than that of the public. The variations ranged from a high of 67.8 per cent "very well" by the public to a low of 39.6 per cent rating of "poorly" by teachers. The area of staff personnel rated highest in the estimation of both public and educators. Also rating a high percentage in the "very well" and "fairly well" categories were the areas of community improvement, community educational and recreational facilities, and the recognition of the individual pupil and his needs. The other areas covered by the report, with the exception of the area of school finance, were rated largely "fairly well". The area of school finance was rated the lowest of all, although even here, the largest per cent was marked "fairly well". This area was the one that received the largest percentage of any of the 10 in the "poorly" rating.

RECOMMENDATIONS

It may be concluded from an examination of the results of the survey, that generally speaking, the Willard School is meeting its obligations "fairly well" in the opinion of both the public and educators when it comes to meeting the standards set up in this report for evaluating a community-centered school. However, the findings also seem to suggest several recommendations to both the faculty and patrons of the school as follows: (1) The school staff should plan a program that would draw more upon the resources and activities of the community. (2) The whole school program should be made more a part of the life of the community. (3) The school staff and patrons should plan together to build a cooperative program that would make use of and benefit all people and organizations of the community. (4) The patrons should participate more in the educational program of the community and use the educational facilities that are available for the betterment of their own lives and the enrichment of community living. (5) A broader program of school finance should be formulated to provide for the kind of educational program agreed upon by all members of the community.

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APPENDIX

COMMUNITY-CENTERED SCHOOL EVALUATION QUESTIONNAIRE

For a thesis for a Master's Degree in Education, I am making a study of a "Community-Centered School". I have determined from educational authorities some of the criteria by which to evaluate a "Community-Centered School", and am now evaluating the Willard School in terms of the criteria set forth in the educational literature.

From these criteria several questions have been formulated which are pertinent to the evaluation of the school. Would you please help make an evaluation of the educational program of the school by answering the following questionnaire? Check the space which, in your opinion, best fits the situation as it now exists in the total educational program of the school and community of Willard.

Thank you for your cooperation.

Respectfully yours,

/s/ Vaughn Wasson

	Very well	Fairly well	Poorly	Not at all
1. To what extent does the Willard School improve the quality of living for the citizens of the community?	:	:	:	:
2. To what extent does the school participate in community activities designed to improve community living?	:	:	:	:
3. To what extent are you informed as to the purposes, content, and method of the educational program of the school?	:	:	:	:
4. To what extent has the public participated with the school in setting up the school program with the purpose in mind of studying community problems and setting up a program to meet these problems?	:	:	:	:
5. To what extent has the school shared with the citizens of the community the responsibility for finding and solving the needs of the community?	:	:	:	:
6. To what extent is the curriculum of the school centered in the objectives of improving community living?	:	:	:	:
7. To what extent is the curriculum centered in a study of community structure, processes, and problems?	:	:	:	:

	Very well	Fairly well	Poorly	Not at all
8. To what extent does the curriculum utilize the resources of the community for the enrichment of the school program?	:	:	:	:
9. To what extent does the curriculum meet new situations and problems as they arise?	:	:	:	:
10. To what extent does the curriculum make use of such things as field trips, surveys, resource people, newspapers, radio, etc., for the enrichment of the school program?	:	:	:	:
11. To what extent does the school share with other community agencies such as the Church, Boy Scouts, 4H Clubs, Lions Club, etc., the responsibility for providing learning experiences for members of the community?	:	:	:	:
12. To what extent does the school cooperate with these other agencies in planning for educational opportunities for the citizens of the community?	:	:	:	:
13. To what extent is the school program guided by the quality of living in the community?	:	:	:	:
14. To what extent is the curriculum evaluated in terms of the quality of living?	:	:	:	:
15. To what extent is the school staff professionally prepared to contribute to the objectives of the school?	:	:	:	:

	Very well	Fairly well	Poorly	Not at all
16. To what extent does the school staff strive to improve the quality of the school program?	:	:	:	:
17. To what extent is the school's personnel policies guided by the objectives of the school?	:	:	:	:
18. To what extent does the school recognize each child as a separate individual?	:	:	:	:
19. To what extent does the school strive to meet the needs of the students as individuals?	:	:	:	:
20. To what extent does the school recognize the rights of each individual student as a member of a democratic society?	:	:	:	:
21. To what extent are the buildings, grounds, and school equipment designed to provide educational and recreational opportunities for all members of the community?	:	:	:	:
22. To what extent does the school cooperate in making available the school facilities for community use?	:	:	:	:
23. To what extent does the community utilize the facilities that are available?	:	:	:	:
24. To what extent is the school budget adequate to finance the educational program?	:	:	:	:

	Very well	Fairly well	Poorly	Not at all
25. To what extent does the school administration cooperate with the public in formulating the financial policies of the school?	:	:	:	:
26. To what extent do lay citizens participate in formulating the school financial plan?	:	:	:	: