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ABSTRACT

The history of adult and community education in Michigan since 1862 can be divided into five major periods. In the first period, 1862-1930, adult and evening education was instituted by Henri A. Hobart in the Upper Peninsula and was extended by Frank Cody in Detroit. During the second period, the 1930s, Charles Stewart Mott and Frank J. Manly laid groundwork for community education and the Department of Public Instruction administered numerous adult education programs to counteract deleterious effects of the depression years. During the third period, the 1940s, the Department of Public Instruction embarked on an experimental adult education program. In 1948, passage of the State Aid Act allowed reimbursement to schools for pupils over 21 years of age. In the period of the 1950s and 1960s, additional state legislation was enacted to provide adult basic education, high school completion programs, and G.E.D. equivalency. The final major period of educational development, 1970-77, reveals gradual progress of funding by the state for adult and community education programs in leisure and enrichment, basic skills review, business and industrial subjects, precollege entrance, preparation for retirement, senior citizen orientation, community development, and foreign languages. (Author/DB)

THE HISTORY AND DEVELOPMENT OF PUBLIC SCHOOL ADULT AND COMMUNITY EDUCATION IN MICHIGAN 1862-1977

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1978
Lansing, Michigan

FOREWORD

The History and Development of Public School Adult and Community Education in Michigan is a historical survey of adult and community education activities which have been pursued in our State since 1862.

The major purpose of this history is to provide Michigan citizens, legislators, members of the executive office and educators with documented information concerning the development of the various aspects of adult and community education. The secondary purpose is to provide a primary source for those who are interested in further pursuing the study of adult and community education in Michigan.

Dr. Frederick Columbus wrote this history. All questions relative to this history may be directed to him at the Adult Extended Learning Services, Michigan Department of Education.

John W. Porter
Superintendent of
Public Instruction

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INTRODUCTION

In these times when a reader can find himself buried under the plethora of information available in every field of study, it is a rare privilege to contribute a work whose contents can be characterized as a path upon which no one has trodden. Such is the case with the study of the history of public school adult and community education in Michigan offered here.

The purpose of this study is to serve as a basic source for those citizens of Michigan who are interested in tracing the adult and community education movements to their beginnings. For those who have the responsibility of guiding adult and community education in the present -- the executive office, members of the legislature, professional educators, adult and community education administrators -- we hope that this work will provide them with an opportunity to profit from the lessons of its past.

As the title of this work clearly delimits, we consider here, only that aspect of adult and community education provided through the public schools; furthermore we are concerned in this work only with what was called in the decades of the fifties and sixties, general adult education, i.e., non-vocational adult education. Surely, one can realize that the history of vocational education in Michigan would deserve (and rightly so) a special treatment of its own.

Finally, appreciation is expressed to all of those adult and community educators who were so generous of their time in providing information for this study.

CHAPTER I: THE EARLY PERIOD

H. A. Hobart

Adult Education in the State of Michigan can be said to have had its inception when a young school teacher from Vermont, one H. A. Hobart, accepted a position as schoolmaster of the one room school at the Village of Cliff Mine in the Keweenaw Peninsula. Master Hobart began his work in the autumn of 1862 and in that same winter was holding evening classes for adults.

Fortunately for us, Master Hobart left for posterity a journal of his activities as schoolmaster of Cliff Mine which he began in January, 1863. One must remember that the combination of severe elements, long hours of work, and the arduous frontier life in general made teaching conditions very difficult for the regular day class not to speak of evening classes, as we learn from Master Hobart himself who writes on Monday, October 26, 1863:

> "In the school room I find no relaxation, no rest. It is constant exertion of the severest kind under the most perplexing circumstances in order to close by five commencing at nine. Again at six and close at nine at night. The only time I find is in the morning and I am forced to employ that in writing and doing such work as falls to the lot of the teacher. I feel completely tired out this evening."[1]

Not only was Master Hobart a dedicated teacher who accepted his responsibilities seriously, it appears also that he took a personal

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[1]Marquis E. Shattuck, "Adult Education's Childhood." Michigan Education Journal, Vol. XXXV: No. 8, (1958) p. 200.

and humane interest in the activities of the evening school and understood well the needs of his students. Of the evening school specifically, he writes on Thursday, November 19, 1863:

> "The fact that a person will grow up without an education and look back with regret upon his youthful days spent in neglect is truly exemplified in the evening school. I have charge of one composed of working men from fifteen to fifty. Some come in unable to tell a letter — others can cipher a little or read some. How sadly they regret their misspent time while young or that they had no chance to attend school. They would give most anything to be a good scholar."[2]

CLIFF MINE LAKE SUPERIOR.

[2] Ibid., p. 200.

Organized Evening Classes

In this section we will survey the origin and development of adult education in several cities of the State. In this survey the reader will note that parallel information is not provided in all cases. This is due to the unequal documentation available for each city; however, it is believed that a good developmental picture of the history of adult education in these cities is presented here.

Grand Rapids

The first organized evening classes offered through the public school system in Michigan were held in Grand Rapids in 1872. These classes were held primarily for those who were employed during the day and were, therefore, prevented from attending day schools. The majority of these students were Hollanders who worked in furniture factories during the day and who desired to learn English. It is interesting to note that many girls also attended these evening classes. With reference to enrollment in these evening classes, Albert Baxter in his history of Grand Rapids tells us that: "The enrollment in the nine months of night school taught from September, 1886 to June, 1887, was 184, with an average attendance of 57."[3] A look at the night school enrollment in Grand Rapids 10 years later indicates a small decline in the total enrollment; however, the average nightly attendance showed a difference only of one as

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[3]Albert Baxter, History of the City of Grand Rapids, Michigan. (Munsell and Company Publishers, New York and Grand Rapids) 1891, p. 226.

indicated in the chart below:[4]

GRAND RAPIDS PUBLIC SCHOOLS

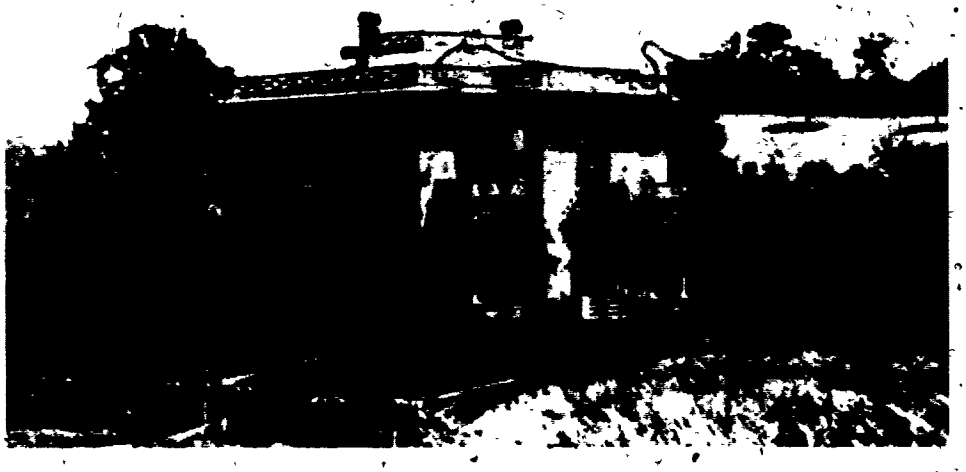
TABLE VIII - SUMMARY OF THE NIGHT SCHOOLS

Months	Number of Pupils Enrolled Each Month	Number Belonging Last of Each Month	Number of Nights Taught	Average Number Belonging	Average Nightly Attendance
November	63	60	10	56	47
December	60	101	19	96	77
January	14	84	17	92	70
February	4	50	20	64	54
March		33	10	46	39
	Totals 141	328	76	69	56

In the next two decades, however, the night schools in Grand Rapids had grown at such a rapid pace that classes were offered in 13 buildings

[4]Taken from: Twenty-Fourth Annual Report of the Board of Education of the City of Grand Rapids, Michigan, 1896, p. 114.

by 1914 and by 1918 the night enrollment had a total of 3,563, an achievement which lead the Superintendent of Schools of the City of Detroit to call the program of evening classes in Grand Rapids the "finest in the nation."[5]



The Old David Ball residence, situated on the corner of Pearl and Ottawa Streets where the first evening courses for adults were held through the auspices of the Grand Rapids Public Schools in 1872.

(Courtesy of pictorial collection, Grand Rapids Public Library)

Detroit

Evening courses were first established in Detroit in 1875. The first evening program was instituted at the Trowbridge School Building on the first of November, 1875 as an experimental enterprise. This school seemed to have been so successful that another was opened one

[5] Z. Z. Lydens, Editor, The Story of Grand Rapids (Kregel Publications, Grand Rapids, Michigan) 1966, p. 494.

month later in the Abbott Street building. These schools were opened with the support of George W. Balch, President of the Board of Education, to aid young men and women who were constrained to work at an early age. Of these evening schools, the Superintendent of Schools wrote in his annual report:

> "The two evening schools recently put in operation by the Board of Education have achieved a most gratifying success. They are meeting a want long and seriously felt by young persons who are unable to give any portion of the day to school work. No students in the city are more manageable, earnest and industrious than those who assemble nightly at the Trowbridge and Abbott Street schools, and in no other schools is [redacted]ess of pupils more steady and satisfactory [redacted]endance also has been far more regular than [redacted]expected before the experiment was made. It is to be hoped that the Board will have at its disposal next year the means for greatly enlarging an enterprise which promises so much to a class eager for educational advantages."[6]

after which is presented the following table of enrollment and attendance:

EVENING SCHOOLS
Enrollment, Attendance, etc., to Dec. 31, 1875

Name of Schools	Whole No. Enrolled	Average No. Enrolled	Average Attend-ance	Percent of Att'ndce	No. belonging Dec. 31, 1875
Trowbridge School	156	94	82	87	93
Abbott Street School	122	105	93	88	116
Totals	278	199	175	88	209

[7]

[6] Annual Reports of the City of Detroit 1875 (Report of the Superintendent of Schools) 1876, p. 93.

[7] Ibid., p. 93.

The cost per student at the Trowbridge School was $1.41 and the subjects taught were reading, writing, and arithmetic. A fee system was started in 1882 through which the student deposited one dollar as evidence of good intentions. This fee was returned to the student upon certification of good attendance.[8]

The number of schools offering evening programs had reached nine by 1895 with 49 teachers and 710 students in attendance. Due to economic pressures the end of the next ten years found no growth in the evening school program. Although the number of schools offering programs had remained at nine, the attendance had dropped to 689.

In 1906 there was effected a consolidation by the Board of Education whereby the night schools, public playgrounds, and ungraded schools were joined in one department under the aegis of one director. Evidently this consolidation was beneficial as testified to by the fact that in 1912 the number of schools offering evening programs had reached thirteen having an enrollment of 4,372. In connection with this rapid growth in enrollment, it is essential to keep in mind that the Alien Education Law, enacted in 1906 by the Michigan Legislature which authorizes the Superintendent of Public Instruction along with the cooperation of the boards of school districts, to provide for the education of aliens and native illiterates over the age of eighteen years, lent no small impetus to the phenomenal growth of the evening programs during this period.

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[8] Arthur J. Moehlman, Public Education in Detroit (Aron Press, New York) 1974, p. 121-122.

From this point on, under the able and creative efforts of Frank Cody, General Supervisor of Adult Education for the Detroit Public School System, adult evening programs began to grow at an even more rapid rate than in the previous six years. The extent of this growth in the program can be readily seen in the table below (NB: Table B indicates the enrollment of high schools for the given three year period and Table C outlines the enrollment of elementary (Americanization) schools. Note also the new schools participating in Table C-A):

TABLE B

	1914-15	1915-16	1916-17
Cass Technical	1,380	1,868	3,050
Central	1,710	1,357	2,238
Eastern	836	884	1,390
Northwestern	181	300	794
Western	603	505	747
Northeastern			645
Nordstrum			200
Totals	4,710	4,914	9,064

% increase over 1914-15 -- 92.2%
% increase over 1915-16 -- 88.9%

TABLE C

ENROLLMENT AMERICANIZATION SCHOOLS

Schools	1914-15	1915-16	1916-17	% increase over 1914-15	% increase over 1915-16
Bishop	683	526	371	-84.3	-40.9
Campbell	190	407	233	22.6	-74.6
Capron	154	180	250	62.3	38.8
Chaney		62	228		267.7
Dwyer		693	491		-41.1
Everett	318	493	332	4.4	-48.4
Ferry		261	225		-16
George		417	349		-19.4
Grensel	699	957	230	-203.9	-316
Logan		95	165		73.6
McMillan	310	597	307	-.9	-94.4
Majeske		712	270		-163.7
Newberry	429	738	208	-106.2	-254.8
Schipps	321	470	161	-29.3	-191.9
Sill		198	74		-167.5
Trowbridge	344	741	266	-29.3	-178.5
Franklin Street Settlement	61	350	108	77	-224
Totals	3,309	7,897	4,268	21.6	-85

TABLE C-A

ENROLLMENT NEW AMERICANIZATION SCHOOLS 1916-17[9]

Bellevue	108
Duffield	130
Ellis	183
Garfield	275
Lillibridge	315
McKinstry	184
Morley	193
Northeastern	148
Parke	162
Rose	76

Battle Creek

The history of adult education in Battle Creek began on October 26, 1886 when the Battle Creek Board of Education referred the question of opening a night school to the Superintendent and two trustees with power to act.[10] The school opened on November 15, 1886, as we learn from the Battle Creek Daily Journal,"...in the hall over Skinner's Store."[11] This night school was operated as a part of the city school system under the management of the Board of Education with a purpose "...to provide for those working and who have not had former schooling."[12] Instruction was given in arithmetic, penmanship, spelling, language composition, keeping accounts and making up simple business papers. We cannot say exactly how long this school was conducted but its maintenance was most likely dependent -- as with the other night schools in the State -- on enrollment. It would seem, however, that it lasted only for a very short time and was forgotten since we read in the superintendent's report for the end of May, 1912, "For the first time in the history of the schools a night school was established last January."[13]

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[9]Eighteth Annual Report of the Superintendent of Public Instruction of the State of Michigan for the Year 1916-17, 1917, p. 100.

[10]Public Schools -- City of Battle Creek, September 13, 1871 -- August 30, 1894, p. 462.

[11]Battle Creek Daily Journal, Monday Evening, November 15, 1886.

[12]Ibid.

[13]Public School Report -- Report of the Condition of the Battle Creek Public Schools for the Month Ending May 24, 1912.

This school opened on January 8, 1912 with an actual enrollment by January 15 of 398.[14] This night school was free, requiring a deposit of one dollar and offering courses in: "Business Arithmetic, Penmanship, Bookkeeping, Business English, English for Foreigners, English Grammar, Geography, United States History, Sewing and Dressmaking, Cooking and Gymnasium."[15]

It is also interesting to note that the Superintendent's report provides a breakdown by occupation of the students attending for the term from January to April which gives us some idea of the types of persons who were interested in furthering their education through night school, and their backgrounds.

Males		Females	
Machinists	51	Office Help	33
Carpenters	51	Day Laborers	40
Day Laborers	109	Domestic Help	27
Office Help	19	Homekeepers	40
Nurses	4	Teachers	30
Domestic Help	11	Sales Ladies	22
Salesmen	27	Nurses	4
No Occupation Given	35	No Occupation Given	38[16]

Whatever might be further said of these data, even a cursory glance at the tables would indicate to the reader that the occupational fields listed are quite representative of those occupations relevant to the time.

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[14] Ibid.

[15] Public Schools -- City of Battle Creek, Board Minutes, December 16, 1908 -- August 26, 1913, p. 283.

[16] Op. Cit., Public School Report....

Calumet

In the Board minutes of Calumet Township, we read from the entry for January 2, 1895, "on motion it was voted to hold a night school for four months provided the attendance warranted"[17] and in the entry for November 4 of the same year, "Resolved that there be a night school for the months of December, January, and February."[18] Thus, began the history of adult education in Calumet, having one of the oldest night schools in the State of Michigan. Unfortunately due to the lack of the Superintendent's reports and the missing pertinent issues of the newspaper in which the opening of this night school would have been reported, we have no records concerning this night school. We can only testify to the fact that it indeed did take place through the entry in the Copper Country Evening News stating that the night school had opened after holiday vacation and that it is not as largely attended as it should be considering the fact that it is free and operating every night of the week.[19] Evidently this poor attendance is the reason for the entry concerning the continuation of the night school in the Board minutes as follows, "Resolved that the night school be continued for March month with one teacher."[20]

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[17] Calumet Township, Houghton County Board Minutes, September, 1869 to July, 1899.

[18] Ibid.

[19] Copper Country Evening News, January 7, 1896.

[20] Op. Cit. Calumet Township...., March 11, 1896.

Again in the board minutes under the date July 21, 1903 we read, "The matter of allowing the teachers to conduct an evening school was discussed and it was agreed to allow the teachers the use of the buildings for a night school provided 20 persons presented themselves for the work."[21] This night school opened on September 21, 1903 offering the following courses: physics, chemistry, physical geography, bookkeeping, stenography, typewriting, arithmetic, penmanship, algebra and English.[22] Again we do not know how long this night school lasted as the annual reports of the Superintendent for the period involved were lost in the fire that destroyed the Calumet high school.

In October, 1912 the Board again voted to open a night school authorizing instructors to teach the following subjects: bookkeeping, arithmetic, advanced arithmetic, elementary work, ungraded, English, composition and grammar, stenography, typewriting, mechanical drawing and algebra.[23] This night school was free, was initially scheduled for a thirty week term and was to run consecutively for nineteen years until the depression years began.

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[21] Records of Public Schools of Calumet, August, 1899 -- August 1907, p. 145.

[22] Copper Country Evening News, September 15, 1903.

[23] Record of Minutes, No. 3, Public Schools of Calumet, October 8, 1912.

Trebilcock, in his history of the Calumet public schools gives us a good picture of these years in the following survey:

> "From year to year courses were given regularly in English for the non-English speaking, American history and civics in preparation for naturalization, sewing, cooking, wood shop, machine shop, forge shop, mechanical drawing, blue print reading, shorthand, bookkeeping, typewriting, reed work, and arts and crafts. In addition, when demand warranted, courses were given in dietetics for nurses, modern languages, home nursing, physical training for women, radio, millinery, hammered copper, penmanship, public speaking, parchment painting, novelty painting, telegraphy, and grade and high school subjects. During World War I a special section in telegraphy was formed for men of draft age. Eleven of those taking it were known to have entered the signal service. Night school work was immensely popular as these enrollment figures indicate:

	Enrollment	
1911-12	379	
1914-15	431	
1916-17	536	(272 women 264 men)
1921-22	622	
1922-23	619	
1924-25	544	(435 women 109 men)
1927-28	628	(478 women 150 men, highest ever)
1928-29	628	(478 women 150 men)
1930-31	604	(505 women 195 men) [sic]"[24]

Kalamazoo

In the minutes of the Board of Education dated May 7, 1900, we find a letter submitted to the Board by one Professor S. O. Hartwell wherein he states:

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[24] W. E. Trebilcock, History of the Public Schools of Calumet, [unpublished manuscript, Calumet Public Library, undated].

"Public night school was organized on November 23, 1899. The last session of the year was on April 26. Number of weeks in session - 21. The expenses were paid by subscriptions of interested citizens and small fees of the attendants....The Board of Education has given instruction to more than 100 students in cooking, mechanical drawing, bookkeeping and chemistry. The school has proved its value."[25]

Thus began the steady and uninterrupted growth of adult education classes in Kalamazoo. By 1910 there were fifteen classes offered with a total enrollment of 199. In the fall of 1910 although we find that one class had been dropped, the enrollment had jumped to 315. It was in this same year that Superintendent S. O. Hartwell gave approval for the use of the Frank Street School to provide a class in English to Polish immigrants as part of the night school.

In 1916 a plan was put into effect to return the fee paid by the students to those whose attendance had reached 75 percent which, judging by the Superintendent's reports, was quite successful. It was also in this year that the enrollment had reached 441 although the number of classes had not changed significantly since 1910; in the following fall, enrollment had jumped to 643.

A characteristic feature of the adult evening classes offered in Kalamazoo was their relevance, i.e., the way in which their content corresponded to the needs of the community. Illustrative of this fact is the way in which the curriculum had changed since the first classes given in 1899 -- a change whose significance we can grasp by looking at how the total enrollment of 808 was distributed among classes held in 1926:

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[25] Official Proceedings of the Board of Education of the City and Township of Kalamazoo (1900-1909) p. 772.

"Americanization - 68; Business - 247; Home Economics - 128; Industrial - 185; Fine Arts - 95; *Modern Literature - 21; Bible in Literature - 14; Public Speaking - 17; *Business English - 17; *Commercial Spanish - 16. *New courses."[26]

That this philosophy of meeting community needs was certainly espoused by the school system is evidenced in the words of the supervisor of the evening school in his report on April 1, 1930:

"The growth of evening school depends upon our ability to find new courses which meet the needs of new groups of people. This year the following courses were added: Salesmanship, Financing Family Expenditures, Home Gardening, Metal Bumping, German, Manuscript Writing and Harmony."[27]

By the 1930-31 school year the enrollment had reached 1,118 for the first term and 808 for the second term with new classes continually being added to the program. It is also interesting to note that a class in lip-reading to assist the deaf adult in overcoming his handicap was added in the second term. Finally, given the worsening unemployment situation existing throughout the country at that time, the payment of the one dollar enrollment fee was waived for the unemployed who wished to attend evening school.[28]

In summary then, the adult education program in Kalamazoo has been an admirable one and a decided credit in service to the people of that city.

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[26]Ibid., (June, 1926 to May, 1927), p. 80.

[27]Ibid., (June, 1929 - June, 1930), p. 172.

[28]Ibid., (July, 1930 - June, 1931), p. 160.

Jackson

Night classes for adults in Jackson began on November 1, 1911.[29] These classes were offered four nights a week for a five month term. The classes offered at this time were electricity, manual training, mechanical drawing, sewing, cooking, penmanship, bookkeeping, business arithmetic and English for the foreign born. Each class met two nights per week. The total enrollment for the first year was 392 and there was a registration fee of one dollar which was refundable upon attendance of 80% of the classes by a student.

The classes were held under the direction of George L. McCulloch, principal of the W. L. Seaton school, who in the summer of 1912-13 became the first Assistant Superintendent of schools in Jackson with one of his responsibilities being that of adult education.

Attendance improved in the second year of night classes because, as we are told, "the weather was exceptionally favorable" and "a constant and systematic effort was made to increase and retain the membership of the classes."

The class sessions for the first year were 90 minutes long but in the second year, they were generally two hours long. Teachers were paid a rate of 50 cents per hour of class time.

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[29]All the data for this survey were taken from a work by Lloyd Wolfe, Fifty Years of Public School Adult Education in Jackson, [a speech given on the occasion of the fiftieth anniversary of the Jackson public schools, 1961].

By the academic year 1917-18 the number of classes had increased to twenty-three and the total enrollment to 705. In 1918-1919 with the completion of construction of the new East and West Intermediate (Junior High) Schools, adult classes were moved into these two new buildings with thirty-one classes in eighteen subjects offered at West and twenty-one at East and a total enrollment reaching a high of 1,599. The principals of the two schools served as evening school principals in their respective buildings.

Enrollment and attendance held satisfactorily until the onset of the depression years when they began to decrease and by the Fall of 1932, due to the economic situation, classes at East Intermediate were discontinued. Thirty-one classes were held that year with a total enrollment of 704, representing a decrease of 420 from the previous year's enrollment of 1,124.

Enrollment and curriculum fluctuated for the next six years until the year 1939-1940 when due to an increase in state aid for National Youth Administration students who were included in the adult education program that year and a rise in enrollment generally, the total enrollment increased markedly to 1,453.

Houghton-Hancock

It was Hancock which first opened a free night school on January 7, 1913 with over fifty students,[30] after Superintendent La Rowe of the Hancock Public Schools had received about one hundred applications largely from the Finnish population to study English.[31] However, the copper country strike and other adverse conditions forced this school to close.

In September, 1915 we learn from the Daily Mining Gazette that an officer from the Federal Naturalization Bureau was in Houghton to speak with the superintendents of the Houghton-Hancock Public Schools concerning the preparation of the November class of applicants for naturalization.[32]

Evidently both school districts responded to this need with haste since on November 9, 1915 Superintendent Doelle of the Houghton Public Schools reported to the Houghton Board of Education that a night school had been formed on November 8, 1915 at the Isle Royale School for instruction of aliens in the English language with an enrollment (made up of Croatians and Finns) of 23 which he expected to increase to 50 shortly.[33]

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[30] Daily Mining Gazette, January 8, 1913.

[31] Ibid., December 12, 1912.

[32] Ibid., September 24, 1915.

[33] Ibid., November 10, 1915.

The Superintendent was not far off in his expectations as we read from his report of the progress of the night school ten days later:

> "Superintendent Doelle of the Houghton and Portage Township Schools yesterday expressed himself as greatly pleased with the progress being made by the night school established at the Isle Royale building for the benefit of the non-English speaking residents of the township. The school now has 46 pupils enrolled. Mr. Doelle says that the alternating day and night shift arrangement of the mines handicaps the men somewhat because they can attend school only during alternate weeks. To compensate for this the school is now being conducted four nights a week instead of two as planned originally."[34]

In Hancock, the night school was opened on November 30, 1915 with 24 students which increased to 32 the next day. Classes were given only in English with a commercial course planned if the enrollment warranted it. The enrollment, we learn, was made up of Jewish, Swedish, Syrian and Finnish.[35]

Flint

Although the picture for Flint is somewhat sketchy due to the absence of the Superintendent's reports for the early period of evening classes, we can with confidence reconstruct the history of adult education in Flint through the medium of the minutes of the Board of Education, Flint Public Schools.

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[34] Ibid., November 19, 1915.

[35] Ibid., December 2, 1915. It is interesting to note that the Daily Mining Journal of Marquette indicates on January 5, 1916 that the Isle Royal School had grown to sixty-five.

In November, 1913 we read the following passage from the board minutes:

> "The matter of granting the use of the temporary school buildings to the YMCA to be used for a night school for foreign girls, who do not understand the English language, referred to the committee on schools with power to act.[36]

After which follows the statement:

> "The Superintendent reported the favorable opening of the night school."[37]

Thus began the story of adult education in Flint. In 1914 the Dort School was opened for night classes and somewhat after in November, 1914 Superintendent Cody recommended the opening of night school at Fairview.[38] In March, 1916 the committee on schools and textbooks reported that an evening class in English had been formed at the Clark school after receiving requests from 22 persons living in the south end of the city.[39] We learn also from the board minutes that in 1918 all night schools were discontinued due to war conditions with the exception of the Fairview school.

By 1923-24, the total enrollment had reached 1,820 with seventy-three courses offered through six schools in which night classes were held.

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[36] Minutes of the Board of Education - Flint Public Schools (September, 1913 to June 26, 1916) p. 83.

[37] Ibid., p. 84.

[38] Ibid., (September 1913 to June 26, 1916) p. 220.

[39] Ibid., p. 419.

Concerning curriculum, subjects were taught such as Americanization work, technical and shop work, language, high school and grade school subjects as well as sports. As to the motivation of students who attended these courses we learn from the Flint Bulletin of Education that:

> "Students elected one or more of these many subjects for grade or high school credit, for general cultural purposes, for vocational preparation or extension work, for personal health, home improvement, economic production of clothing, furniture, etc., and to learn to read and write the English language satisfactorily."[40]

In the school year 1924-25 there were a total of 2,155 people enrolled in eighty-one night courses which were offered by seven schools.[41]

Sault Ste. Marie

On September 1, 1911, the matter of a night school for the men of the foreign population was brought before the Board of Education in Sault Ste. Marie,[42] however, a night school was not opened at that time since the changes made public for that school year do not include a night school.[43]

The Board minutes for September 17, 1914 read as follows:

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[40] Flint Bulletin of Education, Volume II, No. 1 (December, 1925), p. 18.

[41] Ibid., p. 19.

[42] Proceedings of the Board of Education, Sault Ste. Marie, September 1, 1903 - October 4, 1917, p. 219.

[43] Sault Ste. Marie Evening News, September 6, 1911.

"The question of night school was suggested by Superintendent Walsh and on motion Superintendent Walsh was authorized to arrange for night schools in the Commercial and Manual Training Department, provided the expense to the Board would be for light, fuel and janitor services only."[44]

On October 22, 1914 the Saulte Ste. Marie Evening News reported that night school had opened on October 21 and that 54 persons enrolled for 6 classes. The breakdown of enrollment was: bookkeeping - 26; shorthand - 24; business English - 20; business arithmetic - 25. It also stated that mechanical drawing and woodwork were offered but that the enrollments were not as large as in the other classes.[45] In 1917 the Superintendent was authorized to arrange for a night school for twenty weeks charging a fee of five dollars.[46] This night school opened on October 23, 1917 with over 100 students enrolled in eleven classes: elementary electricity, typewriting, shorthand, bookkeeping, penmanship, mechanical drawing, shopwork, woodworking, French, English and telegraphy.[47]

Lansing

In September, 1914 the Board of Education of the Lansing Public Schools appropriated $2,000 for the establishment of a night school. The enrollment for this first free night school was over 600 students distributed in the following classes: bookkeeping - 98; typewriting - 124;

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[44] Op. Cit., Proceedings, p. 277.

[45] Op. Cit., Evening News, Oct. 22, 1914.

[46] Op. Cit., Proceedings., p. 372.

[47] Op. Cit., Evening News, Oct. 23, 1917.

stenography - 115; writing - 60; business English - 96; reading and English - 56; business arithmetic - 94; sewing and dressmaking - 126; cooking - 44; freehand drawing - 14; mechanical drawing - 38; algebra - 14; geometry - 12; German - 16; chemistry - 10 and shopwork - 15.[48]

In 1921 a fee was adopted of 50 cents for the fall and winter term. The primary purpose of these classes was as we are told by Brewer, "for up-grading of workers, naturalization of aliens, and providing skills for homemakers."[49]

Marquette

In the entry for the date May 12, 1910, we read in the board minutes of the Marquette Public Schools that the Board received a petition requesting the establishment of a night school and that upon motion, the Board secretary was instructed to make a written reply to the party named "to the effect that our school rooms were not adapted for such purposes."[50]

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[48]Frederick C. Aldinger, History of the Lansing Public Schools, Vol. I, 1874-1944, (Lansing, Michigan) [undated], p. 119.

[49]Anna L. Brewer, The History and Growth of the Lansing Public Schools: Vol. II, (Lansing, Michigan) [undated], p. 144.

[50]Records - School District No. 1, Marquette, Michigan, January 1901 - December, 1915, p. 269.

The entry of those same Board minutes for December 16, 1915 tell us that "the Superintendent was instructed to arrange for the opening of a night school providing a sufficient number of pupils enrolled at a tuition fee of one dollar per month for male pupils, and fifty cents per month for female pupils.[51]

This night school, we learn from the Daily Mining Journal of Marquette, opened at the Ely School on January 4, 1916 with an enrollment of 47 students in two classes formed in the elementary subjects of reading, writing, and spelling.[52] The Superintendent's report on the night school in the Board minutes for June 23, 1916, however, tells us that the enrollment for this night school had grown to 93 pupils which was reduced to five pupils by the end of that night school session.[53]

In the following year the night school was in session for five months with a total enrollment of 43,[54] and the year after the Board minutes tell us that the Superintendent deemed it unadvisable to open night school due to the fact that there were only eleven prospective students.[55]

On September 20, 1919 a committee appeared before the Board representing the local community council and asking for consideration toward the opening of a night school to teach English to foreigners.[56]

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[51] Ibid., p. 499.

[52] Daily Mining Journal, January 6, 1916.

[53] Records - Public Schools, City of Marquette, January, 1916 - January, 1934, p. 13.

[54] Ibid., May 4, 1917.

[55] Ibid., December 4, 1917, p. 53.

[56] Ibid., September 20, 1919, p. 96.

This night school opened on November 3, 1919 according to the Daily Mining Journal, with seventy pupils who were foreign born enrolled in the subjects of reading, writing, and civil government with the primary purpose of training in citizenship.[57] Evidently this school added a number of students shortly after, since the superintendent reports in the Board minutes that it grew to a total enrollment of 132.[58]

The Work of Frank Cody

Frank Cody can be considered a prime mover and a pioneer in the field of adult education in Michigan. There are several important reasons for this. Firstly, Cody was an excellent administrator who quickly saw into a problem and worked toward its solution in a far-sighted manner.

Secondly, the situation in Detroit when Cody took charge as supervisor of adult education for the Detroit Public Schools was such that a prime opportunity was presented him for the institution of new and innovative approaches in adult education.

The goals of adult education as Cody saw them can be enumerated in the following manner: (1) to help the immigrant in the best possible manner to make his or her own adjustment to life in the United States; (2) to provide an opportunity to those whose education was interrupted for one reason or another to continue their studies; (3) to aid those who wish to advance in their chosen work or to make a change in their

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[57] Daily Mining Journal, November 5, 1919.

[58] Op. Cit., Records. . ., May 7, 1920, p. 117.

vocation; (4) to help those who wish to expand their cultural and avocational interests due to the availability of leisure time.[59]

In April, 1913 Frank Cody became general supervisor of adult education as well as several other service areas for the Detroit Public Schools.

Between the aforementioned date and September, 1914 nothing significant took place in the adult education area (in the interim, Cody had been appointed Assistant Superintendent in January, 1914). In September, 1914 the registrations for evening schools had doubled from the previous year reaching a total of 9,700.[60]

In his annual report for the year 1915, the President of the Board of Education of Detroit stated:

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[59]Detroit Public School Staff, Frank Cody: A Realist in Education (The MacMillan Co.) 1943, p. 163.

[60]Ibid., p. 159.

"During the past season we have maintained evening classes in fifteen elementary and five high schools for one hundred nights at an approximate cost of $73,000, and I am sure we could have operated them for two hundred nights, that is, for the entire year at a great advantage to the students and the city at large, if it had been financially possible. Seven more evening elementary schools and one more evening high school were opened this year than the previous year. The attendance in the evening elementary schools in September, 1915 was 6,778, an increase of 4,609 over the same period in 1914. The attendance in the evening high schools in September, 1915 was much larger than the attendance in 1914 at the same time."[61]

Americanization classes for immigrants by far accounted for this phenomenal growth. By working together with the federal government and the Detroit industrial sector the availability of evening classes in Americanization work was publicized widely throughout Detroit by handbill and poster, drawing the workers to evening classes.

Although the innovations effected by Cody were directed mainly toward the education of immigrants, their character holds true for adult education in general. In his report of the Detroit evening schools for the year 1915-16 which appeared in the State Superintendent's seventy-ninth annual report,[62] Cody indicated that the following measures had been taken toward the improvement of evening school instruction: (1) A system of teaching English was adopted called the Roberts' System. In connection with this, Cody brought to Detroit Dr. Peter Roberts, originator of the Roberts' System, and H. H. Wheaton, specialist in immigrant education of the United States Bureau of Education to educate the evening school teachers in the methodology of teaching English at the first evening school teachers' institute -- which Cody himself had formed -- to be held in this country.[63] (2) Classes in civics

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[61] Ibid., p. 160.

[62] Seventy-Ninth Annual Report of the Superintendent of Public Instruction of the State of Michigan for the Year 1915-1916, 1916, pp. 63-64.

[63] Gregory Mason, "Americans First": The Outlook, Volume CXIV, September-December 1916, p. 200.

and local government were begun to aid the student in grasping American political concepts. This instruction, in cooperation with the U.S. Bureau of Immigration and the Detroit courts, facilitated the naturalization process. (3) Classes were brought closer to the student by opening classes in two or three rooms in several schools under the supervision of one principal. (4) An attendance officer was appointed by the evening school department whose job it was to visit new residents of the city and inform them of the evening school program as well as investigating the reasons why students might leave school and to attempt to convince them to return. (5) To remove what Cody called "the hyphen (e.g., Greek-American) in thought and habit", he instituted a "socialization process" by which, through the medium of the school, the neighborhood group would participate in one evening of socialization in order to find solidarity in the new world through group expression. The medium of expression which Cody thought would be most effective for this purpose would be music.[64]

There were other curricular and adminsitrative innovations made by Cody,[65] all of which we cannot enumerate here; however, it suffices from what has been presented above to realize that Frank Cody had laid the cornerstone for the construction and paved the way toward what we know as adult education today in Michigan.

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[64]Ibid., p. 64-65. For the result of this experimental socialization process, see Cody's report in Eightieth Annual Report of the Superintendent of Public Instruction of the State of Michigan for the Year 1916-1917, 1917, pp. 92-93.

[65]Ibid., pp. 92-95.

Summary

Looking back now at the events of the early period of adult education in Michigan, we can see that it was with a certain foresight and decided optimism that the State Superintendent of Public Instruction, in his fortieth annual report given in the year 1876 when he reported the existence of the Detroit and Grand Rapids evening schools, concluded with the following statement:

> "Provision cannot be made too soon for that great and increasing number of youth in the cities, who by the force of circumstances, are required to labor so continually in the stores, shops and manufacturers, that they are unable at any time to avail themselves of the advantages offered by the day schools. To establish evening schools for this class, with the view of furnishing elementary instruction only would be attended with no great expense, certainly not beyond the ability of the cities to bear; and it may be safe to assume that they would not if properly conducted, fail for the want of patronage."[66]

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[66] Fortieth Annual Report of the Superintendent of Public Instruction for the Year 1876, 1877, p. lxii.

CHAPTER II: THE THIRTIES

The Beginning of Community Education

Community education officially began in 1935 in Flint when C. S. Mott, a pioneer industrialist and philanthropist motivated by the ideas of Frank J. Manley, head of the athletics department of Central High School, donated a sum of $6,000.00 to the Flint Board of Education to open programs at five elementary schools for after school and Saturday activities.

It was a year before, however, in 1934 that C. S. Mott had heard Manley's ideas on education expressed in a speech he gave at a meeting of the Rotarians in Flint. It was there that Frank Manley talked about the inadequacy of receptiveness of the present educational system to the pressing needs of society in general and to the needs of the community in particular. Among the matters that concerned Manley were the use of the schools on a much wider basis than just daytime instruction, the use of playgrounds on Saturdays and Sundays and finally, the point which most concerns us, the use of the schools by adults of all age groups for various instructional purposes.

Under Frank Manley's direction and with the support of C. S. Mott, beginning with a demand for blueprint reading courses there was organized the beginning of what was to be one of the largest adult education programs in the United States with 64 classes offered in 1940.

Ten years later the Mott Adult Education program in Flint was to reach a record enrollment of 3,500 persons.

This program was to grow to a staggering total of over 1,300 courses offered to a total enrollment of 90,000 adults in 1971.[67] Also in 1941 a night high school credit program was put into operation which by 1971 had 10,414 adults registered and which also administered the General Educational Development test for high school completion.[68]

In 1948, Frank Manley was appointed assistant superintendent of schools in Flint. At that time also an Adult Education Advisory Committee was established for the City of Flint.

In his publication concerning the community education concept and the nature and function of the community school which Frank Manley co-authored with W. Fred Totten,[69] he specified the following goals as being those which a community education program would hope to achieve. It is in the wording of these goals themselves that we can perceive the philosophy of community education:

1. Make all learning experience relevant.
2. Help people realize their own potential for solving problems.
3. Help people establish self-confidence -- for many, this means to replace resignation with hope.
4. Harmonize the contributions to learning of all individuals and agencies in the community for total community education.

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[67] David S. Beavers, "Historical Flashback." Community Education Journal, Vol. II, No. 1 (1972), p. 28.

[68] Ibid.

[69] W. Fred Totten and Frank J. Manley, Community Education Series 101. (Published & Distributed by W. Fred Totten, Flint, Michigan)1970, p. 2.

5. Enable each school facility to serve as a human development laboratory.
6. Create a home--school--community relationship and program which will enable each individual to have the best possible chance to (1) develop an adequate self-image, (2) establish appropriate life goals, and (3) build his personal traits and abilities to the highest possible degree.
7. Eliminate such barriers to social progress as selfishness, bigotry, prejudice, intolerance and indifference.
8. Raise the literacy level of people in the community.

Frank J. Manley
1903 — 1972

A Summary of Achievements

With the advent of community education there came also a broadened view of adult education. This view was reflected in the Superintendent's ninety-second annual report for 1931-1933 wherein he identified the need to assist the citizenry to keep up with social change through education; to provide purposeful activity during that leisure time provided by the shortened work hours of the industrial age; to make increased use of the facilities and staff of the public schools with the aim of serving the community at large, and finally for the retraining of those who had fallen victim to the occupational changes brought about by the industrial revolution and had suffered through the period of widespread unemployment known as the depression. In this connection the Superintendent charged the public educators of the State with what he termed a "two-fold function", (1) that "they should provide the stimulation for adolescents and adults to continue education both vocational and avocational" and (2) that "the educational system must be regarded as the basic source of adult education responsibilities."[70]

It was during this biennium also that the Superintendent appointed the members of the first State Advisory Committee on Adult Education. The task of this committee was to advise the Superintendent on the coordination of activities, set standards for the proper

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[70] Ninety-second Annual Report of the Superintendent of Public Instruction of the State of Michigan for the Biennium 1931-1933, 1934, p. 34.

evaluation of programs and provide guidance to groups which may wish it with the aim of contributing significantly to the formation of a permanent state program in adult education.[71]

Concurrently with the aforementioned activities, the Department of Public Instruction was administering an emergency educational program supported by funds from the Federal Emergency Relief Administration (FERA). This program provided for the employment of qualified unemployed teachers in the following projects:

1. Rural education in communities of 5,000 or less.
2. Illiteracy classes.
3. Vocational rehabilitation service.
4. Vocational education classes.
5. General adult education classes.
6. Nursery schools.[72]

For our purposes, it is point five with which we are concerned. A study of the participation in general adult education classes throughout the State for the year 1933-1934 made by Guy C. Mitchell, under the direction of Dr. Arthur B. Moehlman, Professor of Educational Administration and Supervision at the University of Michigan,[73] made the following sub-categorization of public school agencies and their enrollments for that year:

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[71] Ibid., p. 33.

[72] Ibid., p. 33.

[73] Guy C. Mitchell, A Study of Adult Education in the State of Michigan, 1933-34, University of Michigan, Ann Arbor [undated type copy].

1. Evening or night schools and continuation schools..... 25,000

2. Federal emergency relief administration classes..... 50,000

3. Smith-Hughes classes..... 6,500[74]

As can be seen from the data, FERA classes were without a doubt the most important. Mitchell estimated therefore an approximate enrollment for the State in public school adult education of 81,000 (his figures were not absolute). Subtract from this figure the Smith-Hughes classes (vocational education) and we have approximately 75,000 participating adults.

Furthermore, in the conclusions and proposals to his study, Mitchell's research indicated that although adult education classes are held throughout the State by many agencies -- industrial and commercial corporations, private trade schools, private correspondence schools, college and university extension, business schools, etc. -- that the public schools were the most frequently used of the social centers in Michigan.[75] Specifically, that of 419 centers of this type 206 made use of school buildings for their activities.[76]

Finally, Mitchell proposed that supervision, coordination and administration of adult education activities be vested in the

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[74]Ibid., p. 3.

[75]Ibid., p. 9.

[76]Ibid., p. 9. These data were taken by Mitchell from an unpublished doctoral thesis done at the University of Michigan by C. A. Fisher.

Department of Public Instruction and that the department provide financial aid to help local county units in the maintenance of what he termed "community-center schools," a concept through which the public school system would bear substantially more of the responsibility for adult education.[77]

It was apparent that the Superintendent was cognizant of the fact that the community concept was becoming more widely accepted throughout the State and that the definition of adult education was broadening to include activities which heretofore were not engaged in, when in his ninety-fourth report for the biennium 1935-1937 he noted the following needs in the field of adult education:

"a. Retraining of teachers to work in this field

b. Development of special methods and techniques

c. Coordination of all agencies now giving adult education service

d. More adequate legal machinery to provide definite organization and financial support for such work."[78]

The end of the thirties saw a great expansion of adult education programs based on a community-oriented concept throughout the State.

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[77] Ibid., p. 9, 10.

[78] Ninety-fourth Annual Report of the Superintendent of Public Instruction for the Biennium 1935-1937, 1938, p. 42.

Simultaneously, there was a rapid growth of organized community councils in a large number of cities.

Indicative of this rapid growth is the fact that in the school year 1938-1939, 224 school districts out of 779 had an adult education program. In the school year 1939-1940, this number had increased to 379.[79]

Concommitant with the above activity the education division of the Works Project Administration had instituted education projects under the sponsorship of the Superintendent of Public Instruction. These projects included an adult education program similar to the Federal Emergency Relief Administration classes, that is, to provide employment for unemployed qualified teachers. The instruction provided through this program was made available through local school districts. Apparently the program was quite successful inasmuch as the Superintendent reported that in the year ending June 30, 1940 the monthly average of employed teachers who were involved in adult education, correspondence and nursery school activities was 563. Furthermore, a monthly average of 28,901 students were served by these teachers in a total of 2,547 classes held in no less than 60 of the 83 counties in the State.[80]

It was during this biennium that the Associated Agencies for Adult Education was formed. This organization was made up of higher

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[79] Ninety-fifth Report of the Superintendent of Public Instruction for the Biennium 1937-1939, 1940, p. 58.

[80] Ibid., p. 58.

education and State of Michigan departments with the aim of improving coordination of services to communities and individuals.

In retrospect, we can see several trends which were evident in the pre-war years: (1) the move toward a philosophy of adult education more all encompassing in its nature as evidenced by the work of Frank Manley in community education; (2) the trend toward the assumption of a role of leadership in adult education taken by the Department of Public Instruction as indicated notably by the appointment of the first State Advisory Committee on Adult Education and closely connected with this, (3) the new role of the Department as a sponsor of government programs dealing with adult education.

Introductory

With the advent of the war, the services of adult education through the public schools were extended. These extensions were realized in a number of ways.

In order to gain the cooperation of the organizations and groups which represented those to be served, the Michigan Council on Adult Education was organized in 1941. This organization, which replaced the Associated Agencies for Adult Education and the short-lived (1939-1941) Michigan Adult Education Association, included the public school professionals, institutions of higher learning, government agencies, labor groups and other professional and lay organizations. The work of the Council was to be of an advisory nature and carried out through the Department of Public Instruction in order to aid each community in developing a program fitted to its own needs.

In the biennium 1939-41, the Superintendent reported the work of the State Advisory Council on Citizenship Education, itself being a subcommittee of the Michigan Council on Adult Education, which stimulated the leadership at the State level in providing basic education through the public schools for aliens preparing for naturalization. Each community carried on its own work through a local advisory citizenship committee. In this period one could find as many as 30,000 aliens attending public school classes around the State.[81]

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[81] Ninety-Sixth Report of the Superintendent of Public Instruction for the Biennium 1939-1941, 1942, p. 36.

It was in this period also that what is known as the basic law for adult education was passed, namely; Section 9a of Public Act 175,[82] enacted in the year 1943 which authorized the boards of education of all school districts except primary school districts, to provide instruction for all adults, employ necessary teachers, and provide necessary equipment. This enactment was essential in that for the first time, boards of education were given legal authority to expand funds for adult education. The only other law which had been enacted by the state legislature concerning adult education was the alien education law of 1906.[83]

In the Superintendent's ninety-seventh report for the biennium 1941-1943, he notes the growing availability of secondary school classes for adults who had not been able to complete their high school courses thus offering educational opportunities to adults beyond the basic education curriculum offered in the past as part of the Americanization, naturalization and literacy programs.[84]

We also learn from the above mentioned report that in connection with the administration of the state experimental program in adult education (which will be treated below), a Division of Adult and Extended Education was established in the Department of Public Instruction in 1944.[85]

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[82]This law is presently identified as Section 1293 of Public Act 451 of the New School Code of 1976.

[83]See Chapter I, p. 7.

[84]Ninety-Seventh Report of the Superintendent of Public Instruction for the Biennium 1941-1943, 1944, p. 26.

[85]Ninety-Seventh Report of the Superintendent of Public Instruction for the Biennium 1941-1943, 1944, p. 26.

It was one year later in 1945 that the Michigan Association for Public Adult and Community Education (MAPACE) was founded.

Report of the Committee on Teacher Education

In the spring of 1943, an important investigation in adult education was carried out at the Western Michigan College of Education in Kalamazoo under the direction of the Committee on Teacher Education of the Michigan Council on Adult Education and was financed by the Michigan Teacher Education Study.

The character, scope, nature and results of this study were published as Bulletin No. 3046 of the Michigan Department of Education in Lansing in 1944 by the Superintendent of Public Instruction.[86]

The purpose of the study, as expressed in the beginning of the report was "...to encourage and improve the training of teachers for participation in their local community adult education programs." The committee assumed as its task in this study the examination of a typical sample of existing public school adult education programs and the discovery of the activities of the teacher training institutions in the State toward the preparation of teachers for the field of adult education. This examination was accomplished by personal visitations and by the mailing of questionnaires.

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[86] Eugene B. Elliot, "Adult Education in the Public Schools and in the Teacher Education Institutions of the State of Michigan," Bulletin No. 3046, 1944.

With reference to the latter, three types of questionnaires were used:

1. Questionnaires sent to 200 public school superintendents and principals concerned only with the organization and administration of existing programs.
2. Questionnaires mailed to forty-five of the administrators of the large school systems (these school systems were, it was assumed, conducting the more extensive programs).
3. Questionnaires mailed to the administrators and to many college faculty members involved in teacher training in the twenty-two teacher training institutions of Michigan.[87]

With respect to the first two categories, it was found that 101 were conducting adult education programs. Since the adult education activities of the schools were proportional in scope to the size of their school systems, it was decided to dichotomize the schools into groups with a school census over 1,500 and groups with a school census under 1,500. It was found that the greatest point of differentiation in adult education programs occurred at that numerical figure. Under this dichotomization, percentage figures were used to specify the number

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[87] Ibid., p. 3.

of schools engaged in the sixteen areas of adult education as indicated in the chart below:

Percentage of Public Schools Reporting One or More Classes in Each of the Sixteen Areas of Adult Activities Listed Below

Area	Percentage of Schools Reporting Classes		
	34 Schools Census over 1500	67 Schools Census under 1500	11 Schools
1. Civilian Defense	70.5	56.7	61.3
2. Agriculture	23.6	64.0	50.4
3. Homemaking	61.7	41.8	48.5
4. Manual Arts	61.9	31.2	41.5
5. Social Sciences	61.9	20.8	34.6
6. Commercial Subjects	56.0	22.3	33.6
7. Recreation	50.0	22.3	31.6
8. English-Literature	32.4	4.4	13.8
9. Languages	29.5	2.9	11.8
10. Speech-Dramatics	29.5	2.9	11.8
11. Psychology-Leadership	20.6	4.4	10.0
12. Mathematics	23.6	1.4	9.0
13. Music	20.6	2.0	9.0
14. Science	26.5	0.0	9.0
15. Art	14.7	1.4	5.9
16. Religion	2.9	0.0	1.0

(This table should be read: 70.5 percent of the 34 schools with a census over 1,500 and 56.7 percent of the 67 schools with a census under 1,500 indicated at least one class in Civilian Defense.)[88]

After surveying the relative ranking and popularity of a number of offerings, the report turned to several conclusions of which two are important to us: (1) a more detailed study would reveal that in the opinion of many public school administrators, many courses, initiated

[88] Ibid., p. 4.

under the impetus of the war effort, will become permanent offerings in the adult education programs of the local public schools in the post-war period and (2) although the introduction of adult education programs in many public schools in the State can be directly attributed to the emergency created by the war effort; nevertheless, it is most likely that the responsibility for the maintenance of these programs will be accepted by boards of education after the termination of the war.

With respect to the administration and supervision of adult education programs, it was found that over one-half of the programs were administered directly by the superintendent or principal. The larger programs were usually administered by a faculty member appointed by the superintendent or the board of education. Approximately one-fourth of the programs of the schools in the sample with a census under 1,500 were not subject to any direct supervision.

Several factors were found to be most important in determining the choice of adult courses to be offered. These were:

(1) the pressure of public demand,

(2) the supply of competent instructors, and

(3) the availability of adequate funds and suitable equipment.

For purposes of the study, the teachers employed in the adult education programs were also dichotomized into two groups — those regularly employed as members of the public school teaching staff and those not regularly so employed. The latter were further sub-classified into college teachers, laymen or specialists and professionally certified teachers. The results of the classification are presented in the table below. (NB: Because of the nature of its population, the City of Detroit is not included in the table).

Classification of Adult Education Teachers
in 98 Public Schools of Michigan

Percentage of Teachers Employed

	32 Schools Census over 1,500	66 Schools Census under 1,500	Percentage of Total
Teachers Regularly Employed:			
Elementary	4.7	.4	3.5
Secondary	51.4	58.3	53.3
Teachers Not Regularly Employed:			
College Teachers	6.1	9.0	6.8
Laymen-Specialists	33.2	28.3	31.8
Professionally Certified	4.6	4.0	4.5
Total	100.0	100.0	99.9

(This table is to be read as follows: In 32 schools with a census over 1,500, 4.7 percent of the teachers employed in teaching adult classes were regularly employed elementary school teachers.)[89]

Finally, as concerns teacher training for adult education in the teacher education institutions, the return of 100 percent of the questionnaires from college administrators and 90 percent of those sent to college teachers were extremely revealing. It was found in general that very little pre-service work was being done to train teachers for adult education. Not one institution required a course in adult education as a prerequisite to a teaching certificate, although separate elective courses in adult education of a broad or narrow nature were offered. Almost half of the institutions reported that no special emphasis was given to the field of adult education in their regular pre-service classes.

[89] Ibid., p. 7.

The case was far different for the in-service training activities in adult education. It was found that five of the institutions offered special courses in adult education during the summer session. Moreover two institutions provided specialized courses open only to in-service teachers in home economics and vocational agriculture. However, it seems that even on the in-service level where much teacher training was in fact being conducted, the emphasis was overwhelmingly on vocational education and not on general adult education.

With the results of the study in mind, let us move now to the recommendations of the committee presented below:

"Qualifications necessary to a successful teacher of adults.

1. The teacher of adults must have a thorough knowledge of the subject matter.
2. The teacher of adults should be well trained in all the methods necessary to the most successful presentation of his subject.
3. The teacher of an adult class should be adept in determining and analyzing group desires and group needs.
4. The successful teacher of an adult class must have an understanding of adult behavior.
5. Every classroom teacher and superintendent should have a knowledge of the scope of the adult education movement and an appreciation of the services that the adult program renders to the community.
6. It is essential that all teachers of adults have a thorough knowledge of current affairs."[90]

Following these general recommendations for teachers of adults, a particular set of recommendations is given concerning the pre- and in-service

[90] Ibid., p. 13-16.

training of teachers for adult education.[91]

It was no doubt the increased concern with the field of adult education exemplified by this study that led to the landmark legislation providing state funding for that field in the very next year under the program outlined below.

The Michigan Experimental Program in Adult Education

It was in January, 1944 that the Michigan legislature in an extra session appropriated a sum of $250,000.00 for the purposes of providing an experimental program in adult education. This pioneering legislative act was a significant commitment on the part of the state legislature to adult education and was to provide the main impetus for the advances to come in this field. The actual words of Section 1 of Act 46 of the Public Acts of 1944 which describe this program are given below:

> "Section 1. There is hereby appropriated from the general fund for the fiscal year ending June 30, 1945, the sum of $250,000.00 for the purpose of providing an experimental program in adult education. Said appropriation shall be under the supervision of the superintendent of public instruction, by and with the consent of the governor and of an educational advisory committee of not more than 15 members to be appointed by the governor. The members of said advisory committee shall serve without compensation, but shall be entitled to actual and necessary expenses incurred in the performance of official duties."[92]

The purposes of the program were threefold; namely: (1) to encourage and extend in communities, programs of adult education through local boards

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[91] Ibid., p. 16-22.

[92] Eugene B. Elliot, "The Michigan Experimental Program in Adult Education," Bulletin No. 304, Department of Public Instruction, 1944, p. 7.

of education; (2) to develop lay leadership for community service; and (3) to analyze the methods used and evaluate the results obtained for the derivation of guides for future program development.[93]

The program was to be available to both youth and adults who were not enrolled in full-time regular day classes of public, private or parochial schools.

The areas of life that were to be included in the program were specifically outlined and are enumerated below:

1. Social-Civic Education
2. Home and Family Living Education
3. Avocational and Cultural Education
4. Vocational and Occupational Education
5. Foundational Education[94]

The state plan for the execution of this program also required that there be a director or leader for each adult education program whose responsibility it would be to work cooperatively with the many organizations, groups, and agencies in a community whose needs must be served. The qualifications for this director were spelled out in the policy statement of the Superintendent of Public Instruction, specifically:

> "Qualifications: The director should hold a bachelor's degree or equivalent from an approved institution with post graduate study in selecting and preparing instructional materials for adults, methods of working with adults, curriculum development, school administration, community organization, surveying and presenting community needs or equivalent courses. He should have a minimum of five years of experience as a school administrator or as a teacher with some administrative and community responsibilities.

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[93] Ibid., p. 8.

[94] Ibid., p. 10.

His personality and training should fit him to work well with adults, enlist and hold their confidence and interest, and conduct meetings and discussion groups. Resourcefulness in adapting services to varying community situations and needs is another desirable quality."[95]

Reimbursement for the salary of the director, the supervisor, or assistant director as well as the teachers or leaders of programs was to be effected according to the specifications of the state plan.[96]

Under this experimental program, agreements were concluded between the State Department of Education and three classes of educational agencies: (1) local boards of education; (2) county commissioners of schools; and (3) state colleges. It is the first two which concern us here since these programs operated through the public school system.

Programs sponsored by local boards of education were held in the following communities:

Algonac	Fennville	Negaunee
Allegan	Ferndale	Newberry
Alma	Flint	Pigeon
Ann Arbor	Grand Haven	Pontiac
Baraga	Grosse Pointe	Port Huron
Battle Creek	Highland Park	Saginaw
Bay City	Jackson	Sault Ste. Marie
Beaverton	L'Anse	St. Clair
Benzonia	Lansing	St. Joseph
Charlotte	Lincoln Park	Stephenson
Dearborn	Manistique	Tecumseh
Decatur	Marine City	Traverse City
Detroit	Marysville	Vassar
Dowagiac	Mt. Pleasant	Wayne
Escanaba	Muskegon	Ypsilanti (Lincoln Community)[97]

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[95] Ibid., p. 11.

[96] Ibid., p. 14-15.

[97] Eugene B. Elliot, "In 151 Michigan Communities - First Annual Report of the Michigan Experimental Adult Education Program." Bulletin No. 3049, 1945, p. 3.

Three county programs were sponsored by county commissioners of schools in which were included the following communities:

Iron County	Muskegon County	Saginaw County
Alpha	Casnovia	Bridgeport
Amasa	Fruitport	Carrollton
Caspian	Montague	Chesaning
Crystal Falls	Muskegon Heights	Frankenmuth
Gaastra	North Muskegon	Maple Grove
Iron River	Ravenna	St. Charles[98]
Mineral Hills	Whitehall	
Stambaugh		

We can gain some idea of curriculum and enrollment in these two categories through the following summary of attendance by instructional areas:

Socio-Civic Education	84,419
Home and Family Living	73,933
Avocational-Cultural	156,465
Vocational-Occupational	87,227
Foundational-Americanization	119,663
Total	521,707[99]

The program was continued and funded by the state legislature in its 1945 session for another two years and proved to be a significant base from which community school programs in adult education began to develop throughout the State.

It is also noteworthy that under this program the collegiate institutions participating, i.e., the University of Michigan and the six state public colleges

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[98] Ibid., p. 4.

[99] Ibid., p. 6.

cooperated in developing an in-service training program for both teachers and directors of adult education.[100]

Closely connected with the above program was the enactment of Sections 1019-1021, Act 18 of the General School Laws in 1946 which permitted county boards of supervisors to conduct adult education programs through the office of the county Superintendent of Schools, subject to the approval of the Superintendent of Public Instruction.

The State Aid Act of 1948

In May of 1948, the Michigan legislature for the second time enacted new legislation concerning adult education -- and in this instance, with even greater impact. This legislation is known as the State Aid Act into which was incorporated two new features: (1) a rate of reimbursement on the basis of equated full-time membership to those pupils over 21 and (2) no restrictions on the areas of learning.[101] The funds were appropriated for a period of four years to assist public schools in maintaining adult education classes. In the school year 1948-1949, 105 school districts received funds; in 1949-1950 - 135; 148 in 1950-1951 and 167 during the school year 1951-1952.

We quote from Section 9 of the State Aid Act for the final year of funding:

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[100] Ninety-eighth Report of the Superintendent of Public Instruction for the Biennium 1944-1946, 1946, p. 36.

[101] Ninety-ninth Report of the Superintendent of Public Instruction for the Biennium 1946-1948, p. 13.

"From the amount appropriated in Section 1 of this act, there is hereby appropriated to school districts for the reimbursement for the cost of maintaining adult education classes the sum of $300,000 to be distributed by June 1, 1952, to school districts approved for this purpose by the Superintendent of Public Instruction. The rate for reimbursement shall be on the basis of equated full-time membership for pupils who have not reached their twenty-first birthdays by September 1, 1952. Reimbursement for those over 21 years of age prior to September 1, 1952, shall be on the basis of 1/2 equated full-time membership, provided that any tuition collected from resident pupils under 21 years of age prior to said date will be deducted from the State Aid allowance."[102]

Bulletin No. 3064 of the Michigan Department of Education which gives a description of the results of the program for the year 1948-1949 and summarizes the types of activities, number of schools participating and the number of persons receiving adult education, is presented below:

[102]Lee M. Thurston, Michigan Public School General Adult Education 1951-1952. (State of Michigan, Department of Public Instruction) Lansing, Michigan, 1952, p. 16.

Results of the Program for the Year 1948-1949

AREA OF LEARNING	NO. OF SCHOOLS	NO. OF PARTICIPANTS
AREA I. SPECIAL SERVICES Examples: Adult counseling, community survey, program planners institutes, speakers bureau, services to lay groups, etc.	25	4,758
AREA II. COMMUNITY AFFAIRS Examples: Intergroup understanding, civic improvement, school district reorganization, stream pollution, UNESCO, zoning, etc.	29	14,614
AREA III. LEADERSHIP TRAINING Examples: Discussion leadership, group dynamics, training lay leaders, in-service education of adult leaders, group process, etc.	26	2,469
AREA IV. GENERAL EDUCATION Examples: High School non-credit subjects, public speaking, economics, geography, literature, chemistry, history, civics, etc.	54	24,413
AREA V. HOME AND FAMILY LIFE Examples: Marriage problems, child development, sex education, adolescent behavior, home management, consumer buying, yarncraft, millinery, etc.	70	34,727
AREA VI. MUSIC, DRAMA, AND FINE ARTS Examples: Choral music, community band, radio script writing, creative design, sculpturing, music, art appreciation, opera, etc.	54	10,543
AREA VII. CRAFTS AND AVOCATIONS Examples: Ceramics, plastics, photography, woodcraft, weaving, jewelry making, radio repair, hobby shop, fix-it-yourself, typewriting, etc.	92	37,735
AREA VIII. RECREATIONAL AND LEISURE TIME Examples: Folk dancing, boxing, archery, bridge, flytying, swimming, etc.	23	6,852
AREA IX. WORKERS EDUCATION Examples: History of labor, economics, cooperatives, labor law, insurance, personnel management, collective bargaining, etc.	4	130
AREA X. CITIZENSHIP AND AMERICANIZATION Examples: Preparation for citizenship, letterwriting, American history, civics, English, spelling, reading, penmanship, etc.	20	10,621
		146,862[103]

[103] Lee M. Thurston, "To Add to the Stature of Mens' Minds (A Report of General Adult Education in Michigan during 1948-1949)" Bulletin No. 3064, Lansing, Michigan; August, 1949, p. 7.

We now juxtapose this summary of activities and enrollment for 1948-1949 with that of the Superintendent's report for the final year of funding for the program -- 1951-1952 with 62 more school districts participating in order to draw some conclusions from the comparison of these two summaries:

Results of the Program for the Year 1951-1952

Content Areas	No. of Courses Offered	Ck. Hrs. of Instruction Total	Ck. Hrs. of Instruction Av.	Enrollment Total	Enrollment Av.	Sum of Actual Attendance Hours Total	Sum of Actual Attendance Hours Rank
Crafts and Avocations	1,232	39,574	32.1	27,081	21.9	644,051	1
High School Subjects	1,312	51,910	39.5	22,659	17.3	494,534	2
Elementary Subjects	478	19,369	40.3	11,214	23.5	358,611	3
Music Drama, Fine Arts	554	14,670	26.4	13,266	17.2	228,173	4
Homecrafts	654	18,038	27.9	10,067	15.6	174,356	5
Recreation and Leisure Time	495	6,364	12.8	11,400	23.2	163,542	6
Americanization and Citizenship	134	5,717	42.6	3,193	23.8	83,513	7
Adult Driver Training	634	15,250	24.0	4,728	7.4	77,930	8
Workers Education Classes	210	6,154	29.3	4,030	19.2	75,408	9
Parent and Family Education	152	2,112	13.8	7,968	52.4	55,113	10
Leadership Training	146	2,817	19.3	2,994	20.5	39,274	11
National Defense	108	1,457	13.5	2,156	19.8	28,999	12
Programs, Displaced Persons	48	1,847	38.4	1,124	23.4	28,872	13
Community Problems	65	977	15.0	2,584	39.7	22,668	14
International Affairs	23	258	11.2	1,163	50.5	11,592	15
State and National Affairs	20	353	17.6	3,195	159.7	11,173	16
Programs for the Aging	17	400	23.5	520	30.6	8,723	17
Adult Counseling Services	19	337	17.7	1,029	54.2	8,624	18
Older Youth Programs	9	272	30.2	217	24.1	5,301	19
TOTALS	6,301	187,876	29.8	130,588	20.7	2,520,458	

[104] Op. Cit. Thurston, 1952, p. 4.

Considering that the total number of enrollments for the fiscal year 1951-52 is 130,588, approximately 16,000 less than the total enrollment of 146,862 for the first year, 1948-49, we can classify the interest level into three categories: (a) interest and participation down: (b) interest and participation up and (c) interest and participation relatively constant keeping in mind the figures given are to be proportionately related to the lower total enrollment of 1951-52 and that the categories of activities for both reports are not always identical.

Category (a)

1. Community Affairs in the 48-49 report shows a definite decrease from 14,614 when compared with Community Problems in the 51-52 report (2,584) even when we add the International Affairs (1,163) and State and National Affairs (3,195) areas of learning.
2. Home and Family Life in the 48-49 report (34,727) which can only be equated with Parent and Family Education (7,968) in the 51-52 report shows a serious decrease in participation.
3. Citizenship and Americanization (10,621) indicates a decrease to 3,193 which is to be expected since most of these classes were held for refugees, etc. involved in World War II.

Category (b)

1. General Education in the 48-49 report which indicates an enrollment of 24,413 and can be equated with High School Subjects (Adult) and Elementary Subjects (Adult) in the 51-52 report yields a total of 33,873 for the 51-52 school year and shows a marked rise in interest in adult basic education and high school subject matter.
2. Music, Drama and Fine Arts (10,543) shows a definite increase to 13,266

3. Recreation and Leisure Time classes almost double in the four-year period from 6,852 to 11,400.

4. The highest rise in interest and participation is evidenced by Workers Education showing an increase from 130 to 4,030 in the four-year period.

Category (c)

1. Leadership Training showing an enrollment of 2,469 in the 48-49 report is up slightly (2,994) when considered within the light of the decreased total enrollment for 51-52, but not significantly.

2. Crafts and Avocations in the 48-49 report must be equated with Crafts and Avocations and Homecrafts in the 51-52 report which reveals a constant interest through a participating figure of 37,735 in the former report and a total of 37,148 in the latter.

Although the motivation for all of these shifts in interest and participation would be difficult to explicate because of the absence of further parameters in the reports such as breakdown of enrollment by sex, for example, we can make some interesting observations.

In an article on trends in adult education during the war years,[105] the author presents five areas of emphasis in adult education connected with war needs: "[1] adult elementary, for those with serious education lack or for aliens; [2] vocational, for training of war workers; [3] public affairs or socio-civic forums, for aid in properly understanding war aims: [4] relational or family life education, to help families meet the terrific emotional strains wartime imposes and [5] the avocational or recreational area, to help the citizen "escape" even momentarily from war reality and thus stabilize him to a degree."[106]

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[105] Trends in Adult Education, "Michigan Education Journal, Vol. XX, No. 2, Nov., 1942.

[106] Ibid., p. 154.

If we look at the three areas of learning of category (a) which show marked decreases in interest and participation for the four-year period, it becomes evident that these were the strong areas of emphasis, [1], [3], and [4] above, of the war years from which interest was shifted away in the post-war years of lessened tension, resulting in the increase of interest and participation in General Education, Music, Drama and Fine Arts and Recreation and Leisure Time of category (b). The increase of participation in Workers Education can be attributed to the concerns of the returning veteran coupled with the relief from war shortages leading to higher interest in individual economic improvement.

The statistics provided by the four-year funding of the State Aid Act were also highly instructive in that they provided data which was invaluable for future planning in the areas of administration and the continued funding of adult education which, as we shall see in the next chapter, was maintained up to the year 1959-1960.

In summary, then, it appears clear that the facilities provided by adult education programs proved to be a flexible resource to which the people of Michigan turned in both World War I and World War II, finding there a practical response to what they thought was necessary to their lives.

Introductory

With the beginning of the fifties came a new awareness on the part of adult educators throughout the State concerning the changing circumstances of life and the preparation required of adults to meet these circumstances. This situation was best described by the Superintendent of Public Instruction in his reports for the fifties. In his one hundred and second report for the biennium, 1952-1954, the Superintendent pointed out the quickening tempo of modern life that surrounds us all and how this tempo pervades all aspects of life -- social, economic, occupational and international. He stressed the innovations brought about by new scientific discoveries penetrating all phases of human activity and the accelerating pace of the obsolescence of knowledge, explaining why an increasing number of adults seek further education.[107]

In his next report for the biennium, 1954-1956,[108] the Superintendent brought forth new factors influencing the need for further support of adult education by the State. He pointed out the fact that the number of persons 65 years of age and older has almost doubled from what it was fifty years previously and that although one hundred years ago 52.5 percent of the population of the country was 20 years of age and under, the picture has changed such that now two-thirds of the population is over twenty years old and the percentage of those over the age of forty-five has more than doubled. In addition to this increased longevity brought about by modern medicine, he noted the increasing number of retirements at age sixty or sixty-five on a

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[107] One Hundred and Second Report of the Superintendent of Public Instruction for the Biennium, 1952-1954, p. 26.

[108] One Hundred and Third Report of the Superintendent of Public Instruction, 1957, p. 3.

limited income which calls forth the need for educational services to provide coping skills for the aged as well as the aging.

In his report for the biennium, 1958-1960, the Superintendent lamented the fact that the assistance in the amount of $300,000 annually, a continuation of the State Aid Act described in the previous chapter, which had been available for nine years was reduced by the legislature to $200,000 for the years 1957-1959 and completely eliminated for the year 1959-1960.[109] He further pointed out that state support was needed to provide an impetus to local boards of education to raise their own budgets in support of adult education activities and that history has taught the lesson that local authorities are inclined to reduce or eliminate local support when state support is lacking.[110]

Upon the first occurrence of reduction of state support, we learn from this report that the Michigan Association of School Administrators came to a resolution that the Superintendent of Public Instruction appoint a committee to study the need for state support of adult education and make recommendations. A committee on post-twelfth grade education was appointed and after almost two years of study, made their recommendations in Bulletin No. 428, "Planning for Public School Adult Education", published by the Superintendent of Public Instruction. From these recommendations, the Superintendent entered the following six in his report:

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[109] One Hundred and Fifth Report of the Superintendent of Public Instruction for the Biennium, 1958-1960, 61, pp. 50-51.

[110] Ibid., p. 51.

"1. Adult education in these times is so important that every community school district should provide comprehensive and diversified educational services for adults.

2. Adult education should be an integral part of the total community school educational program.

3. Every community school district board of education should provide a budget for adult education.

4. Public school adult education should receive the same ratio of financial support through state sources, based upon cost, as is provided for other phases of public school education.

5. The long-range plans for financing adult education should anticipate the day when the time-honored concept of equal educational opportunity will apply to adult education as it does to other phases of public school education.

6. State support should, in so far as is practical, include such equalizing factors as are applied to other educational services of the public schools."[111]

Although the picture for state aid of adult education appeared bleak in this period, the above recommendations made by the Superintendent, as we shall see in the pages to follow, were to be acted upon and for the most part, become realities in the form of legislation in the decade to come.

It was in this same period also that the Michigan Council on Adult Education which was organized in 1941 was dissolved on May 7, 1954 and the Adult Education Association of Michigan was established.[112] It must also be noted that the Michigan Education Association which had maintained a department of Adult Education since 1946 decided at this time not to disband that department whose title was to be changed later to the Michigan Association of Public School Adult Educators (MAPSAE).

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[111] Ibid., pp. 51-52.

[112] For further details on the history of this organization, see Adult Education Association of Michigan Handbook and Directory - 1961, November 1961, p. 19.

Adult Education Legislation in the Sixties

a. State Board Responsibility for Adult Education

The Michigan Constitution of 1963 (Article VIII, Section 3) delegated the responsibility for the leadership and supervision of adult education to the State Board of Education. The effective date of this action was January 1, 1964.

b. High School Completion

It was in 1964 when the Michigan State Legislature passed Public Act No. 285, a landmark in the history of adult education in Michigan since this legislation in effect removed the age limitation for purposes of counting membership in the public schools for those adults working toward a high school diploma.

We quote, therefore, the pertinent wording of this act below:

> "All pupils to be counted in membership shall be at least 5 years of age on December 1 and under 20 years of age on September 1 of the school year except that all pupils regularly enrolled and working toward a high school diploma may be counted in membership regardless of age."[113]

Put another way, the effect of this legislation was that for the first time in the history of the public schools in Michigan, those adults who were working toward a high school diploma through the public schools would be counted in the same manner as any other school pupil for the purposes of state aid to public school districts.

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[113] Public and Local Acts of the Legislature of the State of Michigan passed at the Regular Session of 1964, Lansing, Michigan, 1964.

c. Adult Basic Education

It was in 1965 that the Michigan Department of Public Instruction first received federal funds for adult basic education under the Economic Opportunity Act of 1964.

In 1966 the adult education program was integrated into the elementary and secondary amendments of Sec. 306 of the Adult Education Act (Public Law 91-230 III).

A state plan which was approved by the State Board of Education in 1966 contains the operational policies and procedures for programs of adult basic education which are conducted by local and other educational agencies.

d. The G.E.D.

In 1968, the State Board of Education adopted the policy for issuance of high school diplomas and high school equivalency certificates based on the results of the G.E.D. (General Educational Development) tests by local high schools and by the Michigan Department of Education and for the accreditation of educational experiences in the armed forces toward a diploma by local high schools. The effective date for the implementation of this policy was January 1, 1969.

Enrollment and Curriculum 1951-1969

Presented below for the reader's information is a chart which represents the total enrollment in defined subject areas by academic year for the years, 1951-1969. The reader will notice that data for the academic year, 1964-1965, are unavailable. Note also that the columns for the years 1951-1952, 1952-1953, and 1954-1955 indicate "No. of Courses Offered", No. of Courses Taught" and "No. of Schools Reporting" respectively. This is the manner in which the data for those particular years were reported with the exception of 1953-1954 when

the data were reported in percentages of total enrollment only. From 1955-56 on, the number of school districts reporting was given.

Several other points must be kept in mind in the reading and interpretation of these data.

Firstly, the effects of the reduction of state aid from $300,000 to $200,000 for the years, 1957-58, 1958-59 and the deletion of state aid altogether for the year, 1959-60; in connection with this reduction and deletion we must remember that its significance as reflected in our chart would not be serious due to the fact that the percentage of state aid in relation to the total expenditure for adult education had been falling since its inception. We might illustrate this fact from an example[114] drawn from the period of state aid reduction.

In 1958-59 the total expenditure for adult education in Michigan was $2.3 million. From that total expenditure, $200,000 or 8.6 percent was contributed by state aid. $1,145,000 or 49.5 percent came from student fees and $970,000 or 41.9 percent was contributed by local taxes and grants. At its inception in 1954 state aid accounted for 36.8% of the total expenditure and had declined slowly since that time as local participation in the funding grew.[115] Thus the decline of the figures for 1959-1960 is much less than we might expect keeping in mind the diminution of state participation. Furthermore, the Superintendent of Public Instruction in his one hundred and sixth report for the biennium, 1960-62, noted that of the 550 Michigan high school districts which are empowered to offer adult education, in the school year 1961-62, 149 provided adult education instruction and that although this

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[114] "Removal of State Aid Slows Adult Education," State Journal, Lansing, Michigan, June 19, 1960.

[115] Ibid., p. 4.

was a marked reduction from the 230 districts offering adult education instruction in 1959, enrollment figures in those 149 districts reached an unprecedented high point, specifically 244,301 in the academic year 1961-62.[116]

The Superintendent also indicated in his report that the larger and more populated districts were not only continuing but enlarging their adult education programs with financing from local tax support and student fees in approximately equal measure, while on the other hand, small districts attempt to operate more or solely on student fees which leads to a reduction in their programs.[117] However, it must be noted that student fees as a method of financing adult education overall continued to rise since in his next report, the Superintendent of Public Instruction indicated that in 1962-63, student fees accounted for 55.9 percent of the expenditure for adult instruction whereas in 1963-64 this percentage rose to 69.3 ($1,602,029.92) with local taxes accounting for about 30 percent ($711,157.19.)[118]

Secondly, we must remember the significance of the legislation passed in the sixties described above, that is, the influence of (1) the removal of age limitation in 1964 for counting membership in high school courses explained above which would account for a partial return of state aid for adult education in that form and a subsequent rise in the number of school districts offering high school courses for adults, (2) the implementation of the Federal Adult Education Act in Michigan in the year 1966 for adult basic education and (3) the G.E.D., introduced in Michigan in 1968.

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[116] One Hundred and Seventh Report of the Superintendent of Public Instruction for the Biennium, 1962-64, 1965, p. 46.

[117] One Hundred and Sixth Report of the Superintendent of Public Instruction for the Biennium, 1960-62, 1963, p. 46.

[118] Ibid., p. 47.

Finally, the reader will note that data for the subject areas, Business and Commercial Education and Classical Education, are available from the year 1955-56 only. This omission is due to the fact that those subject area titles were not used previous to that year in the Superintendent's statistical reports. Note also that from 1961-62 on, the category English as a Second Language was included in the subject area of Americanization. Americanization itself was included in the subject area of Elementary Subjects for Adults for the years 1955-56 through 1960-61.

All of the above factors bear heavily on the correct interpretation of the data given in the chart below and it is for this reason that the reader is once again urged to keep them in mind while reading this chart.

Subject Area	1951-1952[a]		1952-1953[b]		1953-1954[c]	1954-1955[d]	
	No. of Courses Offered	Total Enrollment	No. of Courses Taught	Total Enrollment	Total Enrollment	No. of Schools Reporting	Total Enrollment
Elementary Subjects for Adults	478	11,214	114	3,424		12	2,334
High School Subjects for Adults	1,312	22,659	1,610	31,241	29,882	148	36,979
Crafts & Avocations	1,232	27,081	1,219	20,618	39,393	147	40,648
Music, Drama & Fine Arts	554	13,266	583	11,907	12,739	80	14,281
Parent & Family Life Education	152	7,968	478	16,768	13,914	87	20,041
Community, State, National & International Affairs	108	6,942	155	10,673	12,606	44	13,836
Recreation Skills	495	11,400	209	10,374		48	13,717
Americanization & Citizenship	134	3,193	519	12,984	11,255	33	11,628
Health, Safety & Driver Education	634	4,728	719	5,675	7,488	127	7,644
Business & Commercial Education							
Classical Education							
Personal Development & Group Relationships including Leadership Training	165	4,023	226	6,026	4,985	65	6,173
Special Education							

[a] "Michigan Public School General Adult Education 1951-52" Department of Public Instruction, State of Michigan, 1952, p. 4.
[b] "Education Services for all Michigan ADults." Bulletin No. 358, 1954, p. 24.
[c] "Michigan Public School General Adult Education Program 1953-1954 " Department of Public Instruction, State of Michigan, 1954.
[d] Ibid., "...1954-1955." 1955.

Subject Area	1955-1956[e]		1956-1957[f]		1957-1958[g]		1958-1959[h]	
	No. of Districts Reporting	Total Enrollment	No. of Districts Reporting	Total Enrollment	No. of Districts Reporting	Total Enrollment	No. of Districts Reporting	Total Enrollment
Elementary Subjects for Adults	41	14,308	51	16,825	50	13,684	51	12,188
High School Subjects for Adults	71	20,396	76	28,688	91	28,641	94	31,510
Crafts & Avocations	164	32,430	182	30,414	163	35,577	151	41,690
Music, Drama & Fine Arts	92	86,515	94	22,648	89	15,685	93	17,982
Parent & Family Life Education	41	9,533	77	23,943	82	24,398	78	47,495
Community, State, National & International Affairs	30	10,523	53	18,982	39	9,813	41	14,964
Recreation Skills	67	15,820	84	18,550	86	19,571	90	23,689
Americanization & Citizenship								
Health, Safety & Driver Education	175	17,910	151	15,099	157	18,259	132	12,978
Business & Commercial Education	161	24,798	185	31,276	183	29,541	152	32,428
Classical Education	20	1,225	31	1,726	27	1,268	30	2,412
Personal Development & Group Relationships including Leadership Training	57	6,589	20	2,157	23	1,456	19	3,400
Special Education	28	1,572	31	5,392	21	977	21	949

[e] Ibid., "...1955-1956." 1956.
[f] "Public School General Adult Education in Michigan 1956-1957" Department of Public Instruction, State of Michigan, 1957, p. 6.
[g] Ibid., "...1957-1958." 1958, p. 11.
[h] Ibid., "...1958-1959." 1959, p. 7.

Subject Area	1959-1960[i]		1960-1961[j]		1961-1962[k]		1962-1963[l]	
	No. of Districts Reporting	Total Enrollment	No. of Districts Reporting	Total Enrollment	No. of Districts Reporting	Total Enrollment	No. of Districts Reporting	Total Enrollment
Elementary Subjects for Adults	36	9,265	39	10,253	20	5,966	22	4,440
High School Subjects for Adults	87	32,102	77	32,975	64	34,219	58	32,625
Crafts & Avocations	122	38,196	122	32,165	107	28,410	113	29,115
Music, Drama & Fine Arts	84	16,979	86	15,894	85	16,582	79	16,217
Parent & Family Life Education	63	48,289	68	52,526	74	58,501	67	61,179
Community, State, National & International Affairs	31	8,076	33	10,339	30	9,489	28	9,151
Recreation Skills	87	23,430	92	28,608	97	28,051	91	28,250
Americanization & Citizenship					30	2,931	36	4,502
Health, Safety & Driver Education	105	12,286	112	13,677	102	13,930	96	12,226
Business & Commercial Education	128	29,854	121	31,900	123	33,088	130	30,228
Classical Education	32	2,245	36	3,104	42	4,202	43	5,183
Personal Development & Group Relationships including Leadership Training	21	1,475	28	4,467	50	4,032	45	8,070
Special Education	22	795	24	2,416	19	1,332	18	1,181

[i] Ibid., "...1959-1960." Publication No. 512, 1960, p. 5.
[j] Ibid., "...1960-1961." 1961, p. 7.
[k] Ibid., "...1961-1962." 1962, p. 7.
[l] Ibid., "...1962-1963." 1964, p. 7.

Subject Area	1963-1964[m]		1965-1966[n]		1966-1967[o]		1967-1968[p]	
	No. of Districts Reporting	Total Enrollment	No. of Districts Reporting	Total Enrollment	No. of Districts Reporting	Total Enrollment	No. of Districts Reporting	Total Enrollment
Elementary Subjects for Adults	24	5,188	31	5,961	57	15,260	70	15,468
High School Subjects for Adults	63	31,888	73	32,974	102	82,054	131	102,857
Crafts & Avocations	107	25,904	104	22,128	125	23,377	146	24,395
Music, Drama & Fine Arts	76	14,485	79	15,526	110	14,442	102	16,458
Parent & Family Life Education	70	51,615	71	19,655	97	32,514	44	14,310
Community, State, National & International Affairs	17	13,149	28	11,756	42	31,178	57	25,435
Recreation Skills	83	24,934	80	18,794	113	32,127	114	30,190
Americanization & Citizenship	30	3,091	29	2,445	29	2,572	36	3,176
Health, Safety & Driver Education	88	11,153	84	9,726	112	10,149	127	18,182
Business & Commercial Education	117	27,318	126	27,277	142	31,989	185	36,764
Classical Education	37	3,995	33	2,086	46	4,732	51	6,343
Personal Development & Group Relationships including Leadership Training	44	5,970	43	6,166	51	8,912	56	7,909
Special Education	16	1,178	9	1,053	13	763	21	728

[m] Ibid., "...1963-1964." 1964, p. 4.
[n] Ibid., "...1965-1966." Michigan Department of Education, 1966, p. 4.
[o] Ibid., "...1966-1967."
[p] Ibid., "...1967-1968." 1968.

Subject Area	1968-1969[q]		
	No. of Districts Reporting	Total Enrollment	
Elementary Subjects for Adults	70	13,211 -	(Includes, Americanization: 1955-56 through 1960-1961)
High School Subjects for Adults	136	101,363	
Crafts & Avocations	164	22,318	
Music, Drama & Fine Arts	94	14,404	
Parent & Family Life Education	42	30,634	
Community, State, National & International Affairs	59	12,892	
Recreation Skills	110	27,638	
Americanization & Citizenship	40	2,764 -	(Includes ESL 1961-1962 through 1968-1969)
Health, Safety & Driver Education	112	16,378	
Business & Commercial Education	171	32,921 -	(1955-1956 through 1968-1969 only)
Classical Education	51	8,207 -	(1955-1956 through 1968-1969 only)
Personal Development & Group Relationships including Leadership Training	69	5,662	
Special Education	14	2,010 -	(1955-1956 through 1968-1969 only)

[q] Ibid., "...1968-1969." 1969.

Theoretical Interlude

At this point we would like to introduce the results of a study,[119] published in 1959 by William M. Cave, Professor in the School of Education, University of Michigan. The purpose of this study was to define the role of the directors of public school adult education programs in Michigan. The method of gathering data for this study was through responses of perceived roles made by a sampling of Michigan public school directors in relation to (1) community agencies and (2) public school staff. These data were gathered from 25 school-sponsored programs through: (1) formal (structured) interview of directors, (2) observation, and (3) informal interview.[120]

In his article, Professor Cave points out the finding that the average director's energies are directed outward toward the community and not inward toward institutional tradition and through this "other directedness," the activities of the director can be characterized by two roles -- the service role and the community role.[121]

With reference to the service role, Professor Cave noted that a different kind of educational agency was developing in the field of adult education which was very much like a service organization. Correspondingly, a new type of director was becoming visible -- one who utilizes the concepts of service to the community and coordinates community agencies.

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[119] William M. Cave, "Administrative Functions of the Public School Adult Education Director", The University of Michigan School of Education Bulletin, March, 1959, Vol. 30, No. 6.

[120] William M. Cave, "The Implications for a Graduate Training Program in the Preparation of Public School Adult Education Administrators Based on an Analysis of Administrative Practices of Directors in Selected Michigan Communities," Thesis, Michigan State University, 1957.

[121] Op. Cit., Cave, "Administrative Functions...," p. 89.

To be more specific, in Cave's words:

> "The service role enables the adult education director to penetrate the organized group structure of the community and enlist the support of numerous public agencies and other civic and social organizations. Hence, this approach serves two purposes: (1) it legitimizes the public school adult program as a service agency to the community; and (2) it makes available to the director a much greater clientele, since all community associations have a certain degree of influence over their members."[122]

With reference to the community role, Professor Cave explains that in the past the potential for the development of adult education programs found in local community agencies went unrecognized and that because of their own unstructured nature, these agencies were not able to maintain their own programs indefinitely. It has only been recently, he stated, that adult educators have recognized this potential. With the above in mind and as a function of the observed service role, therefore, he introduced the concept of cosponsorship which he defined in the following manner:

> "Cosponsorship of adult classes by the public school is a comparatively new trend. Essentially, this consists of a cooperative arrangement between the public school program and a community organization that desires to offer a specific class or a series of classes for adults. The public school adult education director acts as a coordinator or a liaison between the school and the originating agency. Specifically, the director offers his services in the manner of providing facilities, instructors, publicity, and even in the organization of course material if the cooperating agency so desired."[123]

Professor Cave goes on to enumerate a number of significant advantages to be gained through the utilization of cosponsorship by the adult education director which we shall not go into here. Suffice it to say that the article abounds with insightful statements as to the nature of the service role and the concept of cosponsorship evidenced in the field of adult education during the late fifties.

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[122] Ibid., p. 90.

[123] Ibid., pp. 91-92.

Our purpose in explicating the above article is to provide a theoretical bridge from the practice of adult educators previous to the fifties to the emerging field of community education whose expansion is to be described below. The basic operating principle of community education is to provide educational services through the public schools, utilizing the resources to be found in local community agencies for all members of the community. Thus community educators found themselves in an admirable position at the beginning of the sixties, since what they espoused theoretically had for the most part already become a reality.[124]

In preparation for the following section on the expansion of community education in Michigan, I shall take the liberty of once again quoting Professor Cave, in this instance, the concluding paragraph to his article. No other words could be as suitable now, just as they were prophetic then:

> "Over the long run cosponsorship means that public school adult education can establish a service relationship to most of the organized groups in a given community. This can be accomplished symbolically by establishing the idea that the adult program is a community program [emphasis mine]. As a result, this tends to legitimize the local program in the eyes of significant community groups and creates a favorable public image."[125]

The Expansion of Community Education

In Chapter II, we outlined the beginning of community education in Flint and the roles of Charles Stewart Mott and Frank Manley. Until the late fifties, the activities of community education personnel with

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[124]Ibid., p. 92, cf. the survey by Cave of adult education programs which revealed that 68 percent of the programs offered courses in cosponsorship with various community groups with some programs having cosponsored classes as high as fifty percent.

[125]Ibid., p. 94.

respect to the education of adults through the public schools were confined to the City of Flint and we have indicated in Chapter II the rapid and phenomenal growth of educational programs for adults that were taking place in that city. It is our purpose in this section to describe the expansion of community education beyond the confines of Flint in the State of Michigan keeping in mind the theoretical views revealed in the section directly above.

It was in 1959 that one staff member in each of three public schools in Detroit was selected for a specialized type of function. This staff member was called the "community coordinator" and was to act in a liaison role between the school and the community. In August, 1960 the Great Cities Project was initiated through a grant from the Ford Foundation. The title of the liaison person for each of the seven schools supported under the grant was retermed "school community agent" and it was decided that the persons for these positions be chosen outside of the staff of the school system. In 1961 the one secondary school of the project was allotted two school community agents and in 1964 the Great Cities Project was expanded under the Economic Opportunity Act to include twenty additional schools, each with its own school community agent. At this time a coordinator of agents was hired to provide direction of effort and supervision. Six more schools were included in the project in 1966.[126]

The function of the school community agent was to guide the process of community development toward full participation in the solution of school-community problems. In defining this liaison role in her book, The Constant Search, DeRamus states:

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[126] Betty DeRamus, The Constant Search, (Detroit, 1968) p. 109.

"He will strive to keep all channels of communication open to him both internally (the school) and externally (the community). He cannot afford value judgments of labeling. He will strive to embrace the concepts of the 'community school' which believes that the community must be involved in all aspects of learning. He must act as a resource both in the school and in the community while helping both systems to function without acting in their behalf."[127]

Thus we can see the first appearance of community school activities in Detroit utilizing, for the most part, the community school concept which originated in Flint in 1935.

At approximately this same time the Mott Foundation was beginning to provide seed money for the development of community education programs directly to school districts.

In the academic year period 1963-64 through 1966-67, it provided a total of $105,000 to the Alpena Board of Education. In the two-year period 1965-66 and 1966-67, $62,500 was given to the Muskegon public schools. For the years 1967-68 and 1968-69, the Benton Harbor Community School program received $100,000 for development.[128]

The Mott Foundation also provided funds to higher education institutions for the development of community education. In the early sixties grants were awarded to Albion, Oakland and Olivet colleges for leadership training in the field of community education.

Most important, however, were the seed monies given to local school districts through the four institutions designated as regional centers for community education. These seed monies were used to aid local districts in the development of new programs, maintenance of existing programs, training (internships) and research.

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[127] Ibid., p. 109.

[128] Gratitude is expressed to Mr. Doug Procunier of the Mott Foundation who provided me with these funding statistics.

The first center to begin the funding of local districts was Northern Michigan University in Marquette. This activity began in the academic year 1963-64 and continued through the year 1973-74. An account of the school systems funded, the amount of funding and the periods of funding is presented in the chart below.

Community Education Funding by Northern Michigan University

School System	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72	1972-73	1973-74[129]
Iron Mt. Kingsford	5,000	5,000	5,000	3,000						
Manistique		2,700	6,000	6,000	5,000					
Menominee		5,000	5,000	5,000						
Gwinn		5,000	5,000	5,000						
Iron County			8,000	8,000	7,000	4,000				
Iron River										
Crystal Falls						4,000	3,000	2,000		
L'Anse Baraga				8,000	8,000	8,000				
Ironwood					6,000	5,000	4,000			
Ishpeming-Negaunee					8,000	6,000	4,000			
Gladstone-Rapid River					5,000	5,000	3,000			
Marquette					10,000	8,000	4,000			
Ontonagon						8,500	7,000	5,000	3,000	
Ewen-Trout Creek										
White Pine										
Houghton-Hancock										
Painesdale						8,000	6,000	4,000		
Sault Ste. Marie						5,000	3,000	2,500		
Escanaba						6,000	4,000	2,000		
Bark River-Harris										
Carney-Nadeau										
Powers-Spalding										
Hermansville							5,000	4,000	3,000	
North Dickinson								4,000	3,000	2,000
Rudyard-Brimley-Pickford								5,000	4,000	3,000
Keweenaw Area (Mini grant)								2,250		

[129] Gratitude is expressed to Mr. John Garber, Director of the Northern Michigan University Regional Center for Community Education for providing these statistics.

The second institution to provide seed monies was the Regional Center at Alma College which began funding activities in the year 1966-67 to the school systems indicated in the chart below:

School System	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72	1972-73	1973-74	1974-75[130]
Alcona		4,000	3,500	2,500					
Carson City			5,000	3,400	1,600				
Bridgeport		4,000	3,500	2,500					
Essexville			5,000	2,400	1,600				
Gladwin		5,000	2,400		1,600				
Hale		4,000	3,000	2,000					
Houghton Lake	2,000	4,500	625						
Ithaca		5,000	3,400	1,600					
Manistee	3,000	4,000	2,000						
Mio		2,500	1,500						
Pinconning		3,500	4,000						
Rockford		5,000	2,400	1,600					
Shepherd		5,000	3,400	1,600					
Standish			5,000	3,400	1,600				
Vestaburg	2,500	2,500	1,500						
West Branch		2,500	4,000						
Whittemore		2,000	3,500	2,500		2,000			
Charlevoix		2,500			3,500				
Tawas Area				3,400	1,600				
Montabella				4,000	3,500	2,500			
Central Montcalm				5,000	3,000	2,000			
Carrollton				4,000	3,500	2,500			
Alma	5,000	3,400	1,600						
St. Louis	3,500	4,000	2,500						
Reeths-Puffer	5,000	2,500	Transferred to W.M.U.. 1/1/68						
Saginaw Township				5,000	3,000	2,000			
Chippewa Hills				5,000	3,000	2,000			
Merrill					5,000	3,000	2,000		
Middleville				2,000	4,000	3,000	1,000		
Eaton Rapids					5,000	3,000	2,000		
Harrison					5,000	3,000	2,000		
Scottville					5,000	3,000	2,000		
Cadillac						5,000	3,000	2,000	
Caro						5,000	3,000	2,000	
Chesaning						5,000	3,000	2,000	
Clare						5,000	3,000	2,000	
Lakeview						5,000	3,000	2,000	
Harbor Springs							5,000	3,000	2,000
Lansing							5,000	3,000	2,000

[130] Gratitude is expressed to Dr. Hugh Rohrer, Director, Regional Center for Community Education, Alma College, for the above data.

In the academic year 1967-68, the Regional Center at Western Michigan University began its funding activities to Michigan school systems which continued through 1973-74. The pertinent data is presented below:

Community Education Funding by Western Michigan University

	67-68 Mott Funds	68-69 Mott Funds	69-70 Mott Funds	70-71 Mott Funds	71-72 Mott Funds	72-73 Mott Funds
Berrien Springs		5,000	3,400	1,700		
Brandywine, Niles		5,000	3,400	1,700		
Bridgman	5,000		1,000	500		
Buchanan			5,000	3,400	1,700	
Cassopolis		5,000	1,700	2,000		
Comstock				3,000	2,000	1,000
Covert		2,500	4,000	2,000		
Delton/Kellogg	5,000		3,400	1,700		
Dowagiac	5,000	1,400	3,650			
Edwardsburg					3,000	2,000
Fennville	5,000					
Fruitport				3,000	2,000	1,000
Galien	5,000	2,850	2,250			
Grandville					3,000	2,000
Kenowa Hills, G.R.					3,000	2,000
Lakeshore, Stevensville				3,000		
Mona Shores, Muskegon			1,000	1,349	2,000	1,000
Niles				3,000	2,000	1,000
Orchard View, Muskegon			3,000	3,400	2,700	1,000
Paw Paw	5,000	2,850	2,250			
Portage					3,000	2,000
Reeths-Puffer, Muskegon	2,500	2,000				
River Valley, Three Oaks			5,000	3,400	1,700	
Spring Lake				500	2,500	2,000
Sturgis				3,000	2,000	1,000
Wyoming, G.R.					3,000	2,000

School System	73-74[131] Mott Funds
Berrien Springs	
Brandywine	
Bridgman	
Buchanan	
Cassopolis	
Comstock	
Covert	
Delton/Kellogg	
Edwardsburg	1,000
Fennville	
Fruitport	
Galien	
Grandville	1,000
Kenowa Hills (Grand Rapids)	1,000
Mona Shores (Muskegon)	
Niles	
Orchard View (Muskegon)	
Paw Paw	
Portage	1,000
Reeths-Puffer (Muskegon)	
River Valley (Three Oaks)	
Spring Lake	1,000
Sturgis	
Whitehall/Montague	
Wyoming	1,000

[131] Gratitude is expressed to Dr. Don Weaver, Director of the Regional Center for Community Education at Western Michigan University for providing these data.

The final institution in the State to begin the funding of school systems was the Regional Center at Eastern Michigan University. This funding, whose data is indicated below, began in 1969-70:

Community Education Funding by Eastern Michigan University

School System	1969	69-70	70-71	71-72	72-73	73-74	74-75
Monroe	1,000						
Pontiac	3,800						
Hazel Park	3,800	3,000					
Rochester	1,500						
St. Bernard	3,500						
Walled Lake		5,000	3,000	2,000			
Milford		5,000	3,000	2,000			
Carman		5,000					
Clintondale		5,000	3,000	2,000			
Fenton		5,000	3,000	2,000			
Southfield		5,000	3,000	2,000			
Brighton		5,000	3,000	2,000			
Flushing		5,000	3,000	2,000			
Romulus		5,000	3,000	2,000			
Huron		5,000	3,000	2,000			
Riverview			3,000	3,000	2,000		
Kearsley			2,000	6,000	1,500		
South Lyon			5,000	3,000	2,000		
Hartland				3,000	5,000	2,000	
Novi					5,000	3,000	2,000
Holly					5,000	3,000	2,000
Davison					5,000	3,000	2,000

[132] Gratitude is expressed to Dr. Jack Minzey, Director of Regional Center, Eastern Michigan University, for providing the above information.

Summary

The story of adult and community education in the decades of the fifties and sixties outlined in the present chapter began with a new awareness on the part of adult educators to meet the changing educational needs of the public brought about by an accelerated pace of development in all phases of life.

This point of view was best articulated by the Superintendent of Public Instruction in his biennial reports for the fifties.

The end of the fifties was characterized by the termination of state aid. However, it was only four years later that state funding for adult education returned in the form of Public Act No. 285 which, as was explained above, removed the age limitation for purposes of counting membership in the public schools for those completing their high school work and made a reality the Superintendent's recommendation that future planning for financing adult education, "should anticipate the day when the time-honored concept of equal opportunity will apply to adult education as it does to other phases of public school education" (recommendation No. 5 of the six recommendations made by the Superintendent in his One Hundred and Fifth Report, 1961; see page 61 above).

Following a description of adult education legislation in the sixties, we noted the changing practice of adult educators whose inception had been observed in the late fifties, stressing the concepts of service and cosponsorship.

Simultaneously, the Mott Foundation, both directly in the sixties and through the four regional centers in the sixties and seventies was providing substantial seed monies for the purposes of developing community education programs throughout the State.

It was in this period also — specifically in 1967 -- that the NCSEA (National Community School Education Association) was formed.

Thus was the stage set for the events which were to take place in the seventies in the field of adult and community education in Michigan.

Adult Basic Education and High School Completion

1970-1971: In this academic year a total of 18,671 pupils were enrolled in adult basic education throughout the State with 2,216 of these completing the beginning level (grades 1-3); 2,592 completing the intermediate level (grades 4-6) and 2,276 completing the advanced level (grades 7-8). A total number of 1,115 classes were held throughout the State in adult basic education.

Special projects funded by the Michigan Department of Education for that year were:

1. Special activities of project READ in Detroit including a special survey to determine the class dropout rate. Recruitment activities involving the use of television, local radio interviews and video taping. The development of an award-winning newspaper produced by ABE students.

2. ABE activities conducted as part of the Urban Adult Education Institute.

3. Special ABE activities which involved use of teaching methods built around individual technical activities such as diesel mechanics and sewing.

4. An ABE Center established through the medium of a community council.

5. Specific activities associated with a teacher training project called ENABEL which were carried out cooperatively with Michigan State University.[133]

In this year a total of 5,187 high school equivalency certificates were issued to those who qualified by passing the general education development (G.E.D.) tests with scores equal to or exceeding those adopted by the State Board of Education.

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[133] "Adult Basic Education Annual Program Report" (OE Form 3058, September, 1968) July 1, 1970 to June 30, 1971.

1971-1972: The total number of students enrolled in the State for this academic year was 35,618 of which 2,723 completed the beginning level (grades 1-4) 5,328 completed the intermediate level (grades 5-8) and 7,898, the advanced level (grades 9-12). 1,248 daytime classes and 5,895 evening classes were held in this year.[134] A total of 7,784 high school equivalency certificates were issued in this year.

1972-1973: In this academic year a record 42,990 students were enrolled in the State. A total of 4,041 students completed the beginning level (1-4); 8,631, the intermediate (5-8) and 9,699, the advanced level (9-12). The total number of daytime classes given were 974 and the total number of evening classes, 2,993.[135] The number of applicants receiving high school certificates for successfully passing the G.E.D. test in this academic year was 8,673.

1973-1974: In this academic year eighty-six school districts offered basic reading, writing, and computation skills to 49,439 students of which 14,315 completed the first level (grades 1-4); 5,675 completed the intermediate level (grades 5-8) and 4,124 completed the advanced level (grades 9-12). The total number of daytime classes offered were 1,728 and the number of evening classes, 3,034.

The development of methods, materials and systems for the instruction of adults was continued in this year, focusing on special projects conducted by local education agencies, community colleges and institutions of higher education. Many of the projects were initiated in the school year 1972-73 and had a three-year time span.

134"Adult Education Annual Program Report" (OE Form 3058, March 1972) July 1, 1971 to June 30, 1972.

135"Adult Education Annual Program Report" (OE Form 3058, March 1972) July 1, 1972 to June 30, 1973.

Several in-service training programs were held throughout the State in this year whose objectives were: (1) to develop proficiency in cultural pluralism: (2) to strengthen the principles of individualized instruction; (3) to improve courses taught by non-certified teachers; (4) to emphasize team participation in all phases of planning and programming, and (5) to train paraprofessionals to assist in the ABE programs.[136]

In the area of high school completion through G.E.D., 10,350 high school equivalency certificates were issued in this academic year.

1974-1975: The total number of students enrolled in adult basic education and high school completion classes for this academic year was 54,816. 7,683 of these completed the beginning level (1-4); 6,379 completed the intermediate level (5-8) and 13,355, the advanced level (9-12). The number of daytime classes held were 2,809 and the number of evening classes, 9,879.

Associated accomplishments for this year were: (1) an effort to bring together local education agencies, social service agencies and employment agencies in order to identify and recruit adults in need of basic educational training; (2) a special emphasis placed on providing opportunities to local education agencies to work with industry and social service organizations in locating persons who can benefit from basic training; (3) technical assistance to local programs in order to provide an improved system of teaching basic skills to adults, and (4) a continued effort to provide evaluational service and the necessary guidance and counseling services to adults in ABE programs.[137]

15,000 high school equivalency certificates were issued in this year through the G.E.D. program.

136"Adult Education Annual Performance Report" (OE Form 365-1, August, 1974) July 1, 1973 to July 30, 1974.

137"Adult Education Annual Performance Report" (OE Form 365-1, May, 1975) July 1, 1974 to June 30, 1976.

1975-1976: The total number of students enrolled throughout the State in this academic year was a record 82,980. Of these 6,102 completed the beginning level (1-4); 9,112 completed the intermediate level (5-8) and 19,736, the advanced level (9-12). The number of daytime classes held were 3,726 and evening classes totaled 12,506 yielding a record number of 16,232 classes offered in this year.

The Michigan Department of Education continued its efforts in evaluation, planning, development of and technical assistance to adult basic and high school completion programs throughout the State.[138] In addition, 10,000 high school equivalency certificates were issued to qualified students who had taken and successfully passed the general educational development test.

Actions of the State Board in the Field of Adult and Community Education

Early in 1970, the State Board of Education appointed an advisory task force to identify and deliniate the common goals of Michigan education. The State Board then received from this task force a tentative list of common goals which was reviewed by the board. This revised list was then sent to educators and interested citizens throughout the State. Twenty-five public meetings were then held to elicit opinions and concerns of local educators. After reviewing these concerns, the tentative goals were accordingly revised and the goals were published in 1971.[139] In this document, the common goals were divided into three areas: (1) Citizenship and Morality; (2) Democracy and Equal Opportunity; and (3) Student Learning.

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[138] "Adult Education Annual Performance Report" (OE Form 365-1, May, 1975) July 1, 1975 to June 30, 1976.

[139] The Common Goals of Michigan Education, (Michigan Department of Education, Lansing), 1971.

From among these goals we would like to present here those which are most pertinent to adult and community education.

In the area of Citizenship and Morality:

> "Goal 2 - Citizenship and Social Responsibility
> Michigan education must assure the development of mature and responsible citizens, with the full sense of social awareness and moral and ethical values needed in a heterogeneous society. It must encourage critical but constructive thinking and responsible involvement, with consideration for the rights of all, in the resolution of the problems of our society. It must create within the school system an atmosphere of social justice, responsibility, and equality which will enable students to carry a positive and constructive attitude about human differences and similarities into their working or community relationships in later life. The schools should provide various learning experiences involving students from different racial, religious, economic, and ethnic groups; accordingly, Michigan education should move toward integrated schools which provide an optimum environment for quality education."[140]

In the area of Democracy and Equal Opportunity:

> "Goal 2 - Education of the Non-English Speaking Person
> Michigan education must recognize and respect the need for special academic and administrative measures in schools serving students whose native tongue is one other than English. These students should be encouraged and assisted to develop their skills in their native language while they are acquiring proficiency in English. For example, the methodologies of foreign language instruction might be used to enable these students to gain the required fluency. Where there is a substantial population of non-English speaking students, bilingual programs should be provided in order that the students may develop their bilingual skills and enhance their educational experience rather than be forced into the position of a disadvantaged student. Such programs should extend to the provision of instructional techniques which facilitate a student's educational development regardless of his out-of-school experience with non-standard English.

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[140] Ibid., p. 3.

Goal 4 - Allocation of Financial Resources
Michigan education must ensure that the availability and quality of publicly financed education be maintained at acceptable levels in all communities. The inability of local communities to muster sufficient resources to meet their needs must not be allowed to deprive individuals of quality education. Accordingly, the differential distribution of education funds by the State must be recognized as being justified by the differences in abilities of local school districts to meet the educational needs of all of their students. On the other hand, school districts should be able to raise additional monies in their efforts to provide for quality education.

Goal 6 - Community Participation
Michigan education must develop effective means for utilizing community resources and making these resources available to the community."[141]

And, finally, in the area of Student Learning:

"Goal 1 - Basic Skills
Michigan education must assure the acquisition of basic communication, computation, and inquiry skills to the fullest extent possible for each student. These basic skills fall into four broad categories: (1) the ability to comprehend ideas through reading and listening; (2) the ability to communicate ideas through writing and speaking; (3) the ability to handle mathematical operations and concepts; and, (4) the ability to apply rational intellectual processes to the identification, consideration and solution of problems. Although the level of performance that can reasonably be expected in each of these areas will vary from person to person, the level of expectation of each individual must be accurately assessed. Continual evaluation of his aptitudes, abilities, and needs must be undertaken. Every effort must be made to afford each individual the opportunity for mastery which he needs to pursue his chosen goals, to the point of program entrance and beyond.

Goal 2 - Preparation for a Changing Society
Michigan education must encourage and prepare the individual to become responsive to the needs created and opportunities afforded by an ever-changing social, economic, and political environment both here and throughout the world. An appreciation of the possibilities

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[141] Ibid., pp. 4-5.

for continuing self-development, especially in light of increasing educational and leisure-time opportunities, will encourage him to pursue his chosen goals to the limits of his capabilities under such changing conditions.

Goal 4 - Creative, Constructive, and Critical Thinking
Michigan education must foster the development of the skills of creative, constructive and critical thinking to enable the individual to deal effectively with situations and problems which are new to his experience in ways which encourage him to think and act in an independent, self-fulfilling, and responsible manner.

Goal 5 - Sciences, Arts, and Humanities
Michigan education must provide on a continuing basis, to each individual, opportunity and encouragement to gain knowledge and experience in the area of the natural sciences, the social sciences, the humanities, and the creative and fine arts so that his personal values and approach to living may be enriched by these experiences.

Goal 6 - Physical and Mental Well-Being
Michigan education must promote the acquisition of good health and safety habits and an understanding of the conditions necessary for physical and mental well-being.

Goal 7 - Self-Worth
Michigan education must respond to each person's need to develop a positive self-image within the context of his own heritage and within the larger context of the total society. The development of a positive self-image will enhance the individual's ability to fruitfully determine, understand, and examine his own capacities, interest, and goals in terms of the needs of society.

Goal 9 - Occupational Skills
Michigan education must provide for the development of the individual's marketable skills so that a student is assisted in the achievement of his career goals by adequate preparation in areas which require competence in occupational skills.

Goal 10 - Preparation for Family Life
Michigan education must provide an atmosphere in which each individual will grow in his understanding of and responsiveness to the needs and responsibilities inherent in family life. Joint efforts must be made by school, parents, and community to bring together the human resources necessary in this endeavor.

Goal 11 - Environmental Quality
Michigan education must develop within each individual the knowledge and respect necessary for the appreciation, maintenance, protection, and improvement of the physical environment.

Goal 12 -- Economic Understanding
Michigan education must provide that every student will gain a critical understanding of his role as a producer and consumer of goods and services, and of the principles involved in the production of goods and services.

Goal 13 - Continuing Education
Michigan education must promote an eagerness for learning which encourages every individual to take advantage of the educational opportunities available beyond the formal schooling process."[142]

In addition to the above, we enumerate below the following policies and programs concerning adult and community education approved and adopted by the Board in the last ten years:

October 29, 1968 -- The State Board of Education approved the policy for the issuance of high school diplomas and high school equivalency certificates based on the results of the G.E.D. test scores and for the accreditation of educational experiences in the armed forces toward a diploma by local high schools.[143]

February 9, 1971 -- The State Board of Education approved the plan for the reorganization of the Michigan Department of Education within which was created the Adult Continuing Education Service area.[144]

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[142] Ibid., pp. 5-7.

[143] Minutes of the State Board of Education for the Period July 1, 1968 to June 30, 1969 (Speaker Hines and Thomas Inc., Lansing), 1969 (cf. p. 65 above).

[144] Ibid., July 1, 1970 to June 30, 1971, 1974.

July 10, 1973 -- The State Board of Education approved the position paper on adult and continuing education entitled: Planning in Terms of Providing Statewide Non-Collegiate Services, Michigan Department of Education, 1973.[145]

August 12-13, 1975 -- The State Board of Education approved the position paper entitled: The Community School Within the Philosophical Concept of Community Education.[146]

November 10, 1976 -- The State Board of Education approved the proposed recommendation for legislative action: "Adult Education Planning Districts" submitted as the package of legislative proposals: 1977 State Board of Education Recommendations for Legislative Action, Michigan Department of Education, 1977.[147]

July 5-6, 1977 -- The State Board of Education approved the position paper on adult and continuing education: "Report of the 1976 Wingspread Conference on Lifelong Learning in the Public Interest 'Imperatives for Policy and Action in Lifelong Learning'."[148]

State Legislation and Funding of Community Education

The story of state funding for community education begins in 1966. In March of 1966, a bill was introduced in the legislature providing for the reimbursement of salaries of community school directors. This bill failed to pass at that time. The bill was introduced in the legislature again in March of 1967 but again failed to pass the legislative vote.

In the 1968 legislative session, bills to provide for the partial reimbursement of salaries of community school directors were introduced and

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[145]Ibid., July 1, 1973 to June 30, 1974, 1975.

[146]Ibid., July 1, 1975 to June 30, 1976, 1977.

[147]Ibid., July 1, 1976 to June 30, 1977, [unpublished].

[148]Ibid., July 1, 1977 to June 30, 1978, [unpublished].

although the bills failed to pass again, it appeared that interest in this proposed legislation was growing. Finally, in 1969 the Michian legislature appropriated $1,000,000 in a line item of the budget to be used by the Michigan Department of Education for grants to school districts for community school programs.

The language of the act providing these monies contained no guidance procedures nor rule-making requirements; therefore, the State Board of Education concluded that the monies would be distributed by the Department of Education in the form of grants and in conformance with the policies that would be adopted by the State Board of Education. Such policies were adopted by the State Board in 1969 with revisions made to them each year, allowing funds to be made available in the form of grants to school districts for community school programs. In 1969 and 1970, the salaries of 204 community school directors and coordinators were partially reimbursed with state funds at a cost to the State of $1,000,000. For the 1970-71 school year, 124 school districts received partial salary reimbursement for 206 directors and coordinators at a cost to the State of $1,000,000. There were no reimbursements made during the 1971-72 school year because the funds for distribution of grants for community school programs were vetoed by the Governor. For the 1972-73 school year, 163 school districts received partial salary reimbursement for 261 directors and coordinators at a cost to the State of $1,000,000. For the 1973-74 school year, 180 school districts received partial salary reimbursement for 292 directors and coordinators at a cost to the State of $1,000;000. For the 1974-75 school year, 195 school districts received partial salary reimbursement for 327 directors and coordinators at a cost to the State of $1,400,000.

In the school year 1975-76, 198 school districts received partial salary reimbursement for 342 directors and coordinators at a cost to the State of $1,300,000. And in the school year 1976-77, 200 school districts received partial salary reimbursement for 347 directors and coordinators at a cost to the State of $1,300,000.

Along with the brief survey of state funding of community education presented above, mention must also be made here of the adoption by the State Board of Education on August 13, 1975 of the position paper on The Community School within the Philosophical Concept of Community Education.[149] This document describes the function and purpose of the comm[redacted]51 and asserts the recognition of and support for the community school as a catalytic agent for implementing within a community the philosophical concept called community education. Specifically, "The State Board of Education supports the four-fold role of a community school which is to: (1) make its facilities available for citizen use; (2) organize local residents to assess local conditions, set priorities and identify program planning; (3) identify and utilize resources, facilitated through joint planning by local agencies, and (4) assist in the initiation of new and/or improved programs...in an effort to improve opportunities for all community residents."[150]

Community Education Programs - A Representative Sample

In the following exposition we shall attempt to describe the contemporary community education programs of those cities whose earliest adult education programs were presented in Chapter I. We add to those cities for purposes of perspective and inclusivity, one of the more rural types of community

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[149]The Community School within the Philosophical Concept of Community Education, Michigan Department of Education.

[150]Ibid., p. 9.

education programs. The material for this exposition was gathered from: (1) handbooks and brochures offered to the public by the respective community education directors and (2) information collected through state reporting documents. Note that the enrollment statistics given will be for the academic year 1976-77.

Grand R[redacted]

F[redacted] age group 0-5, the community education program in Grand Rapids offers a number of programs at 14 sites throughout the city: (1) a developmental pre-school nursery experience program which enrolled 250; (2) a program to discover potential learning disabilities which serviced 18 children; (3) a positive learning environment program for children which enrolled 250, and (4) a socialization through peer-group interaction program with 250 children enrolled.

In the age group of 6-17, youth enrichment classes had a total enrollment of 14,600 in 1976-77. The socialization program through peer-group interaction for this age group had an enrollment of 450.

For the age group 18-59, the participation in adult education numbered approximately 14,700. The health program P.O.H.I. (Physical and Otherwise Health Impaired) enrolled 440 adults and the adult special education program had an enrollment of 600. The leisure time enrichment program for this age group had 16,000 enrolled in 1976-77. The family involvement program enrolled a total of 500.

Other programs offered to this age group are:

COPE (Comprehensive Outreach Programs in Education) - a branch of the community education department which arranges on-site educational programs for agency clientele.

Adult Foster Care Program - a program designed to meet the educational and social needs of adults residing in foster care homes.

Adult Pre-High School Education - provides a preparatory review of basic skills for those who have been out of school for a long period.

Business and Industrial Program - for those adults who because of unusual work schedules cannot attend community education centers. Over 50 companies, unions, and military reserve institutions are participating as centers which offer a variety of courses ranging from G.E.D. preparation to college classes.

Grand Rapids Industrialization Center - O.I.C. (Opportunities Industrialization Centers) is a nationally based organization offering classroom and skill-training courses, supportive counseling and job-placement services to Grand Rapids and Kent County residents.

Pre-College Program - a program designed to meet the needs of non-high school graduates and those who need review work before entering college.

Psychology - Personal Growth for Men and Women - a program of courses dealing with self-introspection and interpersonal relationships.

Practical Metrics Workshop

For the age group 60 years and older, we note the following programs: (1) Preparation for Retirement seminars with 200 enrolled in 1976-77; (2) Nursing and Rest Home program with 1,250 enrolled: (3) Leisure time and enrichment with an enrollment of 2,500, and (4) Socialization through the Golden Age Card Club (described below) - 7,000 enrolled.

Additional programs for this age group are:

Golden Age Club - Members in this program receive a Golden Age pass and receive a newsletter. They are entitled to attend school sponsored activities free of charge, including community services classes.

Community Education Nursing Home Program - This program provides activities for the elderly and handicapped residents of nursing homes. The activities or classes are tailored to the individual needs of the elderly in an effort to maintain their physical and mental abilities.

Detroit

The organization of community education for the Detroit public schools is distinctly different from that of other school districts. Along with the adult education program, the School-Community Relations Division of the Detroit public schools has a Department of School-Community Agents and Community Development Programs. It is in this department where we find community education in Detroit.

In Chapter IV (pages 70-71) the history of community education and the origin of the community-school agent was described as it began in Detroit in 1959. There, a short description of the role of the community-school agent was outlined. Since that earlier period, community education and the functions of the community-school agent have expanded while still maintaining the liaison role as a basic operating principle.

Today the school-community agent is looked upon as a professional worker who effects cooperative planning and action between all elements of the community to bring about a better educational environment for the total child. To achieve this goal, it is understandable that the agent must have the confidence of both the community and the school administration.

Thus the activity of the school-community agent in the Detroit public schools is not one that can be described in terms of programs, but in terms of the functions he or she performs. Consequently, we present below a programmatic outline of these functions which in themselves define the nature of community education in Detroit:

Functions of School-Community Agent (Director) in the Detroit Public Schools

GROUP I

Help Students Develop Positive Attitudes

1. Improve recreation activities
2. Resources to help child stay in school - (food, clothing)
3. Student employment
4. Change teaching styles and methods
5. Administrative community relations — as it relates to learning
6. Removing the barriers to learning

GROUP II

Working through other decision-making policies on educational issues (agent has often helped set these up); e.g., P.T.O., school advisory boards or councils

1. Curriculum -- reading level — specific grade level goals (relate these to parents)
2. Discipline - teacher methods, extra-curricular activities
3. Workshops -- including parents and teachers
4. Programs to promote "reinforcement" of learning at home, e.g., how parents can work with children at home — teachers have to be sold, too.
5. IOWA tests
6. Sex education and drug abuse programs, including parents and children - how can these be incorporated into curriculum?
7. Urban education program
8. Block Parent or Helping Hand
9. Introducing other needs of community and incorporation into curriculum

Work with agencies -- referrals and organization of programs

Girl Scouts, Boy Scouts, YMCA, YWCA, Campfire Girls, MCHRD, Health, Assistance, etc. -- enabler with inter-agency council

Conferences with administration

1. Plans on above issues related to school
2. Source of information
3. Goal -- Community School

Direct work with children and parents

1. Counseling
2. Group activities -- dances, films
3. Individual help and referrals
4. Clothing money, health, housing

I. In school

A. Orientation of staff to community

B. Guidance and counseling committee, curriculum achievement

C. Relating with departments (aimed at improving the relevancy of instructional material)

D. Faculty meetings

E. Trips through community

F. Field trips

G. Working with the child and the family's problems

H. After-school classes for children and adults

I. Planning with administration and staff

J. Participation on school committees

K. Communication (newsletters, home visits, phone, meetings, bulletin board)

L. Providing staff help to community and school group

M. Coordinating agency services within community

N. Recreation -- Vest Pocket Parks

O. Health programs

P. Tutoring programs

Q. Referrals and development of resources

R. Pre-school programs

S. "Counseling" administrators

T. Arbitrator

U. Open House for parents and children

II. Other issues — these relate indirectly to the education environment

A. Housing -- work with Block Clubs on rehabilitation

B. Police-community relations

C. Health-immunization[151]

Battle Creek

Community education in Battle Creek is found in the Lakeview suburban area and is separate from the adult education program in Battle Creek proper.

For the 0-5 year olds, community education in Battle Creek provides a six-week orientation program for pre-schoolers which enrolled 50 in the summer of 1977 and included arts and crafts instruction as well as school readiness.

In the age group 6-17, there is an Officer Friendly program which allows elementary students to become familiar with law enforcement representatives. Also in cooperation with the Calhoun County sheriff's department and the Battle Creek township police, an instructional program is conducted in hunting and snowmobile and water safety to aid students in obtaining various licenses.

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[151]Gratitude is expressed to Lucius J. May, Supervisor of School Community Agents, Detroit Public Schools for providing me with the above outline.

In the adult age group, besides providing high school completion and opportunities for vocational training, community education in Battle Creek provides Student Interest Days with instructors and an annual community education banquet which serves as an opportunity to display the handiwork of students and at which awards are presented for outstanding work in teaching and leadership. Lakeview senior citizens are well represented on the community education council.

Kalamazoo

Community education in Kalamazoo offers a pre-school program for the age group 0-5 in: (1) preparation for entry into formal educational structure; (2) development of fine and gross motor skills; and (3) acquisition of positive socialization behaviors. This program has one full-time class with 20 children and 10 part-time classes for 200 pre-schoolers and their parents.

For the 6-17 age group, there are occasional health clinics co-sponsored by community schools for school-day usage and programs to promote community cohesion on a city-wide basis which served 1,000 young people in 1976-77.

Alongside of the normal adult high school completion, adult basic education, G.E.D. preparation and English as a Second Language offered by most community education centers, Kalamazoo community education offers the following programs to the age group 18-59: (1) an apprenticeship training program offered with the cooperation of the United States Bureau of Apprenticeship Training, business, industry and labor; (2) a nursing attendant program offered through Shared-Time Career Preparation, and (3) a Continuing Education for Young Women Program (CEYW) serving pregnant students and young parents.

For senior citizens (60 years and older), three community schools offer limited senior citizen programs for participation in community development. Also college extension, high school subjects and a few community school classes are free to senior citizens.

Jackson

For pre-schoolers, approximately eight elementary schools conduct programs in educational readiness.

Besides the ordinary services for the adult age group, community education in Jackson offers a number of special programs. An Adult Mentally Handicapped program serves the mentally retarded and emotionally impaired over 18 years of age. Approximately 200 were enrolled in this program in 1976-77. A Homebound Study program allows a person to earn a high school diploma even though he is unable to attend regular adult high school classes. A co-sponsored program with the Spanish-American community in Jackson for adult enrichment and recreation offers the opportunity to serve that community with a class in English as a Second Language. Office Block Classes offer a variety of office-oriented educational experiences where students learn in an actual office setting. Finally, co-sponsored radio programs covering basic instructional skills which meet adult performance level goals and objectives are broadcast at night by nearby Spring Arbor College. Teachers have the option of using these radio programs as instructional aids in their adult education classes.

For the age group 60 and over, the Jackson community schools offer adult high school and basic education courses free of charge.

Houghton-Hancock

For the age group 0-5, community education in Houghton-Hancock offers the following: (1) a nursery school summer story hour and a summer pre-kindergarten Tot Lot which has 60 pre-schoolers enrolled; (2) a dental care program for pre-schoolers; (3) basic arts and crafts activities with 60 enrolled; and (4) supervised play activities for pre-schoolers stressing peer-group interaction.

In the age group 6-17, we note the following programs for the year 1976-77: (1) students were involved in the S.M.A.S.H. program (Students of Michigan Attaining Safer Highways); (2) a program in cooperation with the Michigan Council for the Arts to bring live theatre to school systems which was attended by 1,500 students; and (3) a program to involve students in the participation and planning of peer-group activities.

For the age range 18-59, the following programs are offered: (1) an approximate enrollment of 300 students in adult high school completion, A.B.E. and G.E.D.; (2) a program to begin in 1977-78 which will involve this age group in S.M.A.S.H. councils and workshops, and (3) an awareness program for residents concerning city recreational problems.

In the age group 60 and older, we note: a program to offer consumer education classes to senior citizens; one-day workshops in a variety of activities on the use of time after retirement, and a program to promote greater involvement between different senior citizen centers by having these centers represented on the County Council.

Flint

Community education in Flint offers the largest variety of programs in the State. This, of course, is quite understandable, as Flint is the home of community education as described in Chapter II under the rubric, "The Beginning of Community Education." The following programs, described briefly below, characterize the quantity and quality of educational opportunities offered through the community schools in Flint:

The Pre-school Story Hour is designed to introduce the pre-school child to the enjoyment, appreciation and understanding of the use of books.

The Tot Lot program offers safe, supervised, constructive play experiences for small children during the summer months, emphasizing participation, cooperation and self-confidence.

Mott Camping is designed to provide boys and girls, ages 10-14, with camping experiences during fall, spring and summer. Utilizing the resources and available wilderness areas surrounding the city of Flint, the program helps young people learn to deal effectively with a changing environment.

The Mott Farm program which gives youth "in the field" learning experiences on a traditional working farm, offers two basic services to elementary and secondary students: curriculum-related projects and summer enrichment. Community interest and involvement are emphasized in both services.

Leadership Development, one of the functions of the Inservice Education Department of the Flint Community Schools was established in 1970 to help train community school directors. At present, Leadership Training has expanded to include all educators and residents throughout Flint. The department initiates, organizes, coordinates, conducts, supervises, and evaluates leadership development programs.

The Secondary Gifted Student program of the Flint Community Schools provides an on-site teacher at each high school who can organize and operate a successful center for the gifted at his school. Each center exists to provide opportunities for frequent contact with professionals from the fields of social, natural and behavioral sciences, mathematics, fine arts, and communications.

The Continuation School for Girls provides an environment in which pregnant students can develop positive attitudes toward education, family, and community as an alternative to the traditional school setting.

The Career Planning program assists in the development, coordination and implementation of a career education and planning system for Flint public schools from kindergarten through adult levels. The objectives of this program include providing classes in job-seeking skills, services in career planning and guidance for adults and dropouts, and assisting teachers in the use of career education materials and programs.

The Family Life Education program is multidisciplinary and contains basic concepts of sociology, psychology, anthropology, biology, home economics, health, physical education, and medicine as they contribute to a healthy personality and to effective role performance within the family.

The Consumer and Home Economics program includes instruction in the fields of clothing and textiles, home arts, consumer awareness and family housing, foods and nutrition and child growth and development.

The Stepping Stone program is a youth service project designed for girls between the ages of 10 to 14. Stepping Stone Clubs are available to all elementary and junior high schools. Within the intimate environment of each club, girls are guided by a sympathetic adult leader who shows them how to work through difficult relationships or conflict situations with peers, family members, teachers and other adults.

The Urban Environment is responsible for a wide variety of activities ranging from adult enrichment classes to a city-wide flower sale each spring.

Project SNAP makes available to Flint's 54 school-community advisory councils individual grants of up to $10,000 for stimulating neighborhood action processes that increase meaningful citizen participation, community-based initiative, and decision-making for attacking community problems and concerns.

The Positive Action for Youth program offers juveniles in trouble at home, in school or in the community the opportunity to obtain counseling and part-time jobs.

The Police School Liaison program revolves around the liaison work of a police officer assigned to a public secondary school who maintains contact with students, especially those displaying a tendency toward falling into serious misbehavior patterns in order to effect "preventive" law enforcement.

The Police-School Related program is designed to strengthen police-community relations, increase public knowledge of city government and its police division, and improve youngsters' views of authority figures, especially police officers, hopefully guiding them to better citizenship and leadership.

The Speech and Drama program strives to develop and sustain a total theatre offering for children and youth as well as provide theatrical opportunities for adults.

The Arts and Crafts program which has more than 400 class sessions annually, offers instruction in a variety of processes and media in the visual arts for people of all ages and degrees of skill and interest.

The Foreign Languages program, which emphasizes conversational skills, is designed to meet the demands of students, travelers and business people in the Flint community with classes which appeal to people of all ages at every level of competence.

The Humanities and Language Arts program provides humanities-based studies for every interest and need expressed by the people of Flint. Typical subjects include creative writing, genealogy, legal procedures, beginning English, world religions, parliamentary procedure, reading, language usage and citizenship.

The Music Entichment for Youth program brings a variety of musical experiences to students of the Flint community schools helping them gain musical skills for enjoyment and self-expression. The program offers both class and group performance activities which are stimulating for the students and promote the growth and development of their musical skills.

The Personalized Curriculum program is designed to reduce the number of dropouts in the public junior and senior high schools of Flint. The success of the program has been due to the availability of special classes, counselors, counseling services and subsidized work-study opportunities.

The Lecture-Discussion program helps to increase self-awareness and racial pride among minority individuals as well as improving understanding and cooperation among all groups. The Lecture-Discussion program conducts two major events each year: a May institute on American community affairs and a Brotherhood Month cultural event. Its efforts were recognized in 1971 with the presentation of a "Creativity in Adult Education" award by the Adult Education Association of Michigan.

The Business Education program of the Flint Community Schools fulfills an important need in helping residents change careers, advance within their career fields or gain employment.

The Industrial-Technical Education program works in cooperation with business and industry to meet changing occupational needs. This program gives people of all ages, backgrounds and abilities opportunities for realistic

training in light of local employment trends, and is geared to individual needs and interests.

The Science Enrichment program goes beyond the regular program to provide opportunities for motivated students to pursue scientific interests, as well as to stimulate the non-motivated. The program also provides astronomy classes for both youth and adults and contributes to the Flint Area Science and Engineering Fair and Academy.

The Mathematics Enrichment program is designed for every age level. Classes in the elementary schools utilize computerized instruction and tutorial classes are available to underachievers in grades K - 9. After school and during the summer, youngsters may enroll in classes emphasizing mathematics for fun.

The Senior Citizens Services, as stated in the Flint Community Schools brochure "Senior Citizens," has the following purpose - "To provide programs and services; to improve the quality of life for older people; to give them something to do, someone to do it with, and someone to do it for." The Senior Citizens Service of the school system also administers programs for the elderly with funds derived from federal, state and local government sources. More than 5,000 elderly men and women are served by this school system program annually.

Sault Ste. Marie

Tiny Tot classes are offered in 5 local schools with emphasis on socialization and school familiarization. Also for this age group, activities are offered that emphasize physical well-being with swimming being the focal point. Due to the local geography, programs built around swimming activities are available for all age groups.

For the age group 6-17, community education in Sault Ste. Marie emphasizes first aid in the swimming programs, offers Winter Games experience in which 120 boys and girls were involved in the year 1976-77, and conducts the KIPS program (Kids in Public Service) which involves youths in special projects.

In the age group 18-59, the following activities are offered: (1) a successful adult high school completion program which enrolled over 200 in 1976-77 and graduated 42; (2) classes offered in bio-science and physical fitness in the swimming program, and (3) special seminars in boat and water safety and health areas.

Senior citizens are involved to a limited degree with the schools and their past experiences are utilized as a resource. All community school classes are offered free to this age group. A handicapped recreation program is available to all age groups through the community schools.

Lansing

In Lansing, community education is part of the larger continuing education program which includes the following components:

High School Completion
Work and Homemaker's Credit
Independent Study
Adult Basic Education
G.E.D.
English as a Second Language
Adult Enrichment
YPED (Young Parents Educational Development Program)
The Jail Education Program

Twenty-two of the forty-seven elementary schools have a full- or part-time community education coordinator in Lansing. These coordinators are funded through a variety of sources including the continuing education program. Paraprofessionals, who have been used for many years as assistants, have been hired, trained and given full responsibility for the development of programs since 1972.

In the 0-5 age group, we find the following activities: a pre-school program with 265 participants and a health care information program for parents.

For the age group 6-17, we note the following programs: (1) an elementary nutrition program supported by the county health department; (2) a junior and senior high volunteer program to provide opportunities to teach younger children with 78 participants for the year 1976-77, and (3) a Career Education program through which community coordinators involve agency personnel, parents and various members of the community in making presentations.

For the remaining age groups, educational services are offered through the non-community education components listed above.

Marquette

Community education in Marquette offers the following programs to the age group 0-5: (1) pre-school classes for this age group numbered 3 in 1976-77 serving 84 children; (2) survival swim classes which involved 135 pre-schoolers; (3) a summer Tot Lot which enrolled 130, and (4) activities for this age group which emphasize the human relations aspect of life.

For the age group 6-17, community education in Marquette provides: (1) swimming classes to all students in grades 3-12; (2) enrichment activities including Winter Games for the grades 1-5 which involved a total of 500 students, and (3) activities which emphasize positive human relationships for this age group.

For students in the group 18-59, we note the following activities: (1) an enrollment of 206 students in high school completion and adult basic education; (2) courses in health, anatomy and ecology (environmental education: two of these classes were offered in 1976-77); (3) enrichment

and recreation classes with an enrollment of 1,200 adults, and (4) activities emphasizing positive social participation directed toward families, men and women.

In the age group 60 and older, there were: (1) 30 senior citizens enrolled in the adult high school completion program; (2) an increased awareness campaign of free educational services in health-related classes; (3) tuition-free classes to adults 60 years of age or older, and (4) organized activity for senior citizens stressing positive human relations in the community.

West Branch

For the age group 0-5, the community schools in West Branch offer a pre-school and a Tot Lot program with 28 participating in the year 1976-77. A Peter Pan pre-school program was also available.

In the 6-17 age group, we note: (1) a drug information program conducted in cooperation with local agencies, and (2) the organization of student committees to become involved in the Visit Homebound program.

Besides the regular offerings to the age group 18-59, the following programs are available: (1) an alternative education program for pregnant students; (2) an Indian Education program; (3) a jail inmate program, and (4) a "You Can" radio program concerned with high school completion.

For senior citizens, along with academic classes offered on a regular basis, there are free clinics provided at centers, travelogues, bus tours and recreation available on a regular basis. Heritage Days and Senior Citizen Help Committees aid in promoting involvement in community activities.

SUMMARY

Adult and community education in Michigan, as we have seen, has had well over a century-long tradition. During this period, many changes have taken place which have shaped it to its present form.

In the early period, we noted the modest genesis of adult education in the upper peninsula through the activities of Henri A. Hobart and the evening hours he spent in instructing the miners. A decade later, in 1872, organized evening classes were instituted in Grand Rapids and thereafter in a number of cities throughout the State at the close of the nineteenth and the dawning of the twentieth century. Finally, the contributions of Frank Cody brought into sharp relief the heightened fervor with which adult education activities were pursued in the evening schools of early twentieth century Detroit.

In Chapter II, we were witness to the vision of Charles Stewart Mott who, together with Frank J. Manley, laid the groundwork for the field of community education which was to play a major role in education in the years to come. In this period also, the activity of the Department of Public Instruction became quite visible in dealing with the deleterious effects of the depression years through the administration of adult education programs.

The participation of the State in adult education was seen to grow rapidly in Chapter III when during the war years, the Department of Public Instruction embarked on the experimental adult education program in 1944, and with the passage of the State Aid Act in 1948 -- a legislative act of major proportions for the field of adult and community education in Michigan.

In Chapter IV, we noted additional significant legislation to provide education for Michigan adults in the areas of high school completion, adult basic education and the G.E.D. program. Following a statistical survey of curriculum and enrollment in the fifties and sixties, we paused for a moment to gain a perspective on the direction in which the administration of adult education was moving. Finally, we viewed the expansion of community education within the State through the Great Cities Project in Detroit and the establishment of the four regional centers for community education.

The fifth and final chapter presented to us a picture of the development of adult basic education and high school completion in the seventies, after which followed a short survey of state legislation and funding of community education. In the final section of this chapter, we had an opportunity to gain a broad view of community education programs as they exist specifically in those cities whose adult education programs are the oldest in the State, yielding to us the advantage of following their progress from those infant programs begun between the years 1872 and 1916.

If one phrase can characterize the interest, perseverance, empathy, labours and innovations of those educators from that very early period since schoolmaster Hobart opened his one-room school to miners in the evenings in 1862 to the present time, this phrase would be relevant response. In this report, it has been demonstrated that this relevant response existing in the field of adult and community education has always been at the disposal of the people of Michigan in the past. We can be certain that it will be the guiding principle of those adult and community education ventures which may develop in the future.

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