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## ABSTRACT

The results of a study designed to determine the degree to which the public interest has been and will be served by a variety of Federal assistance programs available to non-public schools are reported. Three sets of guideline questions were developed. The first set concerned what programs and to what school levels were offered. The second set concerned the areas of success or failure in carrying out the intent of the programs. The third set related to the future effectiveness of such programs. An inventory of all Federal Assistance Programs for which non-public schools were eligible was developed in order to indicate the extensiveness of the Federal endeavor. Non-public school personnel were requested to respond on a broad scale ranging from an indication of mere awareness of the breadth of programs to a rather detailed knowledge of each program. In order to gain insight on a specific and longitudinal level, the research team selected Title I of ESEA of 1965 for in-depth investigation. Recommendations are made based on the data of the present study. (For related document, see ED 058 473.)  
(Author/CK)

# **Issues of Aid to Nonpublic Schools**

## **Volume III (of IV) Public Assistance Programs For Nonpublic Schools**

**Prepared by  
Center for Field Research and School Services  
Boston College**



**Submitted to The President's Commission on School Finance**

THIS IS ONE OF SEVERAL REPORTS PREPARED FOR THIS COMMISSION. TO AID IN OUR DELIBERATIONS, WE HAVE SOUGHT THE BEST QUALIFIED PEOPLE AND INSTITUTIONS TO CONDUCT THE MANY STUDY PROJECTS RELATING TO OUR BROAD MANDATE. COMMISSION STAFF MEMBERS HAVE ALSO PREPARED CERTAIN REPORTS.

WE ARE PUBLISHING THEM ALL SO THAT OTHERS MAY HAVE ACCESS TO THE SAME COMPREHENSIVE ANALYSIS OF THESE SUBJECTS THAT THE COMMISSION SOUGHT TO OBTAIN. IN OUR OWN FINAL REPORT WE WILL NOT BE ABLE TO ADDRESS IN DETAIL EVERY ASPECT OF EACH AREA STUDIED. BUT THOSE WHO SEEK ADDITIONAL INSIGHTS INTO THE COMPLEX PROBLEMS OF EDUCATION IN GENERAL AND SCHOOL FINANCE IN PARTICULAR WILL FIND MUCH CONTAINED IN THESE PROJECT REPORTS.

WE HAVE FOUND MUCH OF VALUE IN THEM FOR OUR OWN DELIBERATIONS. THE FACT THAT WE ARE NOW PUBLISHING THEM, HOWEVER, SHOULD IN NO SENSE BE VIEWED AS ENDORSEMENT OF ANY OR ALL OF THEIR FINDINGS AND CONCLUSIONS. THE COMMISSION HAS REVIEWED THIS REPORT AND THE OTHERS BUT HAS DRAWN ITS OWN CONCLUSIONS AND WILL OFFER ITS OWN RECOMMENDATIONS. THE FINAL REPORT OF THE COMMISSION MAY WELL BE AT VARIANCE WITH OR IN OPPOSITION TO VIEWS AND RECOMMENDATIONS CONTAINED IN THIS AND OTHER PROJECT REPORTS.

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ISSUES OF AID TO NONPUBLIC SCHOOLS

VOLUME III

Public Assistance Programs for  
Nonpublic Schools

Submitted to the President's Commission  
on School Finance

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CASE STUDY TWO

Dual Enrollment

Cherry Hill School District

and

St. Norberts Parish

Inkster, Michigan

## Overview

One of the oldest and most revered dual enrollment programs in the Country is located in the Cherry Hill School District of Inkster, Michigan. The program began in 1963 with 180 seventh and eighth grade students taking half their courses at the John Hill public school and the other half at St. Norbert's Catholic School. In 1966-67 the program began to add one grade per year so that in 1969-70, grades seven through twelve were participating in the program. In 1969, the parish opened a new high school for its dual enrolled students. The facility was construct explicitly for dual enrollment purposes. This high school has received extensive publicity for several years. Every major study of dual enrollment describes the high school program and numerous articles have been written about the program. Our case study suggests that this publicity was overdone and in some cases misleading. With hindsight such extensive coverage seems inappropriate. Cherry Hill was held up as an example, a model, of how an outstanding program could operate. We feel it better exemplifies the inherent weaknesses of dual enrollment.

The program has collaspsed under its own weight and will close in June.

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We are not going to replicate the literature which adequately describes the development and operation of the program. A brief synopsis of the program's operation along with several references is contained in Appendices 1 and 2. Our purpose rather will be to examine the various factors which contributed to the failure and demise of the program.

#### Background

Contrary to the impression often given in the literature (i.e. Friedlander, 1966), the Cherry Hill Program was never highly successful. It operated efficiently but its existence was always marginal, it always existed on a year to year basis. Its major problems were the availability of sisters to teach in St. Norberts, enrollment trends and characteristics, and finances.

The program began because St. Norbert's elementary school was experiencing financial difficulties. The basic problem, the pastor recalls, was that several nuns had left the school and the salaries of lay people needed to replace them. This became a burden to the parish. The pastor mentioned his plight to a most friendly and receptive public school superintendent, C.P. Titus, who suggested the idea of dual enrollment as a possible solution to the pastor's problem. A program was planned and in September, 1963, 180 seventh and eight grade students began at St. Norberts and John Hill. (For details of the planning see references in Appendix 2).

In 1966, the program began expanding into the high school years and in 1969 the parish opened St. Norbert's High School.

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The school was built as a dual enrollment facility. It is a simple structure with four classrooms and an office area. Pupils were expected to use the cafeteria, library, laboratories and other extra curricular facilities in the public school. Expanding the program to include a high school appears to have been a serious error. The dual enrollment program began in main part because there were not enough sisters to teach in the elementary school. The addition of a high school, albeit a half time program, further increased the demand for sisters while at the same time, the new building cost the parish \$180,000.

#### The Sisters

The new high school required a staff of five: four teachers and one administrator. St. Norbert's parish council had the pledge of the Adrain Dominican sisters to provide the entire staff. The sisters were never able to keep their pledge. Declines in the number of vocations coupled with sisters leaving the Order made it impossible for the sisters to honor their commitment. Each year as the dual enrollment program added a new grade, an additional sister was assigned to the school. The supply of sisters did not keep pace with the grade addition. This is shown in Table 1.

Table 1

Actual V. Anticipate Religious  
Teaching Staff

<u>Year</u>	<u>Actual</u>	<u>Anticipate</u>
1966-67	2	2
1967-68	2	3
1968-69	4	4
1969-70	4	5
1970-71	2	5

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In 1970-71, the staff includes two sisters and three lay teachers. The sisters receive a wage of \$2,750 per year, the lay people an average of \$7,300 a year. The total expenditure for salaries for the year was \$27,400. If the staff had developed as planned and included five sisters, the yearly salary expense would be \$13,750. The dearth of sisters cost the parish \$13,650 this year, almost 100% more than was anticipated.

#### Enrollment

The high school was built to enroll 280 students. When it opened in 1969, 180 students attended. This present year, 210 youngsters are enrolled. On May 1, 1971, the cut off date for enrolling in next years program, only 120 students had registered. A court case testing the legality of the program clearly accounts for this rapid decline in enrollment. Many parents enrolled their children in the public schools because St. Norbert's would have had to close if the court handed down an adverse ruling. In May of this year, the State Supreme Court declared that the program was constitutional and could continue to operate. But the damage had been done and the minuscule enrollment became another critical factor in the decision to close the school.

The single administrative difficulty faced by the Cherry Hill Program is the fact that the parish boundaries and the boundaries for the school district are not coterminous. Almost half the students at St. Norbert's came from Inkster and Westwood School District. Such students could normally not enroll in the Cherry Hill School District but the school board has reversed their usual

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policy which excludes nonresidents from their schools for out of district students enrolled in St. Norbert's. The state education department does pay a supplemental tuition fee to the Cherry Hill District in partial payment for these out of District students. The state payment does not, however, defray the total cost of enrolling such students. This problem was becoming so serious that in 1968 a clause was inserted into the Cherry Hill-St. Norbert's agreement which read, "a minimum of fifty percent of the students participating in the program must be residents of the Cherry Hill School District."

This difficulty is now further complicated because the Governor has not included a provision for supplemental tuition in his proposed legislation for next year. Without such a provision, the parents or the school of a nonresident student dually enrolled in Cherry Hill would have to pay a tuition fee of \$600.00. This provided another nail for the programs coffin.

#### Finances

St. Norbert's parish spent \$127,000 in operating its dual enrollment high school in 1969-70. This included salaries, supplies, equipment and overhead. The 1970-71 budget will reflect the additional expense of two lay teachers. Revenue to support the program comes from three sources: (1) tuition; (2) a Foundation Grant and (3) the parish.

Tuition at St. Norbert's until 1969-70 was \$50 for one student, \$75 for a family with two or more children enrolled

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in the school, and \$100 for a child from outside the parish. In 1969-70, the scale was increased to \$75, \$100 and \$125. Maximum tuition revenue would be collected if (1) the school enrolled its total capacity of 280 students and (2) half the students were from outside the district and the other half came from families with two or more children enrolled. Even in this hypothetical situation and using the 1969-70 tuition scale, only \$31,500 would be collected. This ideal situation has never even been closely approximated.

The enrollment for 1971-72, 120 under optimal conditions could generate \$13,500 at most. Clearly, tuition revenue can hardly hold up against operating expenses of more than \$127,000.

A second source of income is a \$10,000 grant from the Ford Foundation. While this certainly offers assistance, combining it with tuition revenue still leaves the parish in need of more than \$100,000 if the high school is to remain open. The parish did not feel it could afford this expense.

#### Conclusion

St. Norbert's High School would cost the parish more than \$100,000 to operate in 1971-72. In addition, if the state does not include a provision for supplemental tuition, each parent or the parish would have to pay more than \$600 per student to the Cherry Hill School District to support the half time public school program. Such financial considerations are out of the

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question and St. Norbert's will close this June.

The Cherry Hill Program has been extensively used as an example of a highly successful program. It serves better, we believe, to exemplify the misconception and pitfalls of dual enrollment. Cherry Hill was a well organized plan, the mechanics of the program were carefully established and operated smoothly. But the program could never combat the basic problems facing St. Norbert's school, the parish never had enough sisters, never had enough students, never had enough in the way of voluntary contributions to assure the program success. Dual enrollment could do nothing to improve these conditions. At best, it provided public school staff services to parochial school students. With a certain inevitability, the conditions that in 1963 necessitated a dual enrollment program in the junior high, brought to an end what can only be described as the ill fated high school program. A final decision on the operation of the junior high school program has not yet been made, but there are serious doubts that it will open in September, 1971. The public school will absorb the students from St. Norbert's with no difficulty whatsoever.

The lesson of Cherry Hill is one of inevitability. The wheels ground slowly, but they ground the program into oblivion.

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APPENDIX 1

A Synopsis of the Cherry Hill-St. Norbert's  
Dual Enrollment Program

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### The Cherry Hill Program in Brief

Some of the early developments of the program are described in the case study. This synopsis includes information on the highlights of the program. For a detailed description of all of the program, the reader should examine the references in Appendix 2.

#### Enrollment

In 1970-71, the dual enrollment program in Cherry Hill involved 345 students. One-hundred and thirty-five were enrolled in grades seven and eight, and two hundred and ten at the high school level.

#### Schedule

Half of the students of St. Norbert's High School attend class in that facility from 7:50 A.M. until 10:50 A.M. At that time, they walk three quarters of a mile to John Hill High School where they eat lunch and then take classes from 11:05 A.M. to 2:45 P.M. The other half of the Catholic students study at John Hill from 8:00 A.M. to 11:05 A.M., have lunch in the public school cafeteria, and take classes from 11:50 A.M. to 2:30 P.M. at St. Norbert's.

#### Courses

At John Hill, the students' courses can include music, art, shop, industrial arts, business education, modern languages, mathematics and science. At St. Norbert's students study English, speech, social studies, health and religion.

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### Approval, Legality and Finances

The Cherry Hill School Board first approved the program in September of 1963. Also, in 1963, the State Attorney General ruled that the Cherry Hill School District could receive a pro-rata amount of state aid for dually enrolled students.

The State Supreme Court ruled in May of 1971, that the Cherry Hill Program was legal. The entire cost of the program is born by the Catholic school. This is discussed in the case study.

### Administration Policy

The public school issues the students' report card. This includes the credit earned at St. Norbert's and a copy is sent to the Catholic school.

The students graduate from John Hill. Attendance is taken in both school at the beginning of both the morning and the afternoon sessions. The public school reports its absentees to St. Norbert's. Catholic school officials are responsible for checking on absent students.

### Reactions

The reaction to the program has been most favorable. Public and nonpublic school officials have developed a friendly working relationship and many feel that the program has had a unifying effect on the community.

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APPENDIX 2

Selected References to the  
Cherry Hill-St. Norbert's

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