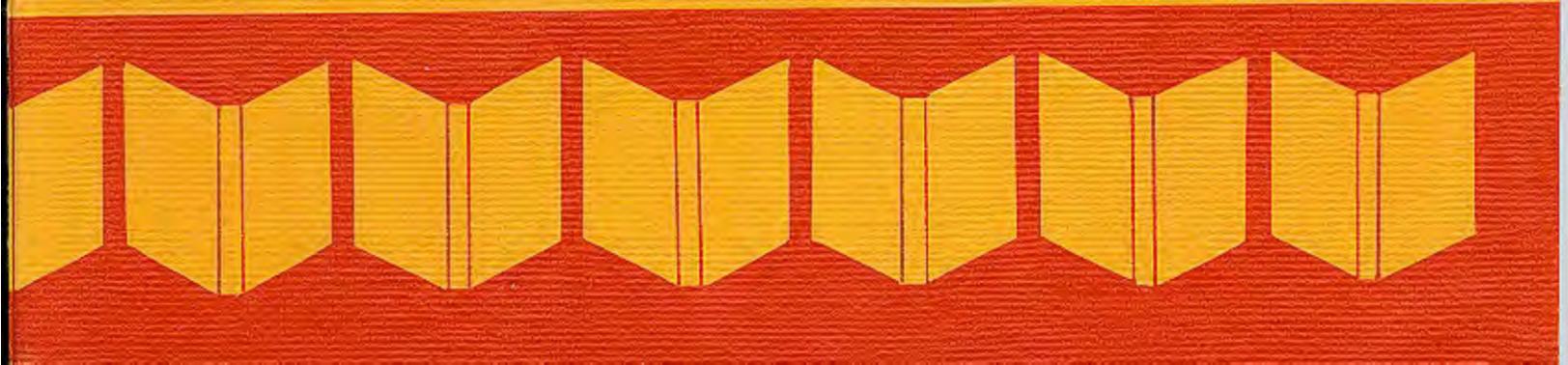spring
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President speaks out on Community Education

President Carter has been interested in the Community Education concept since he saw the film "To Touch A Child" in 1971. Prior to his election, he stated, "We have a tremendous need to develop more sense of community throughout the nation, and I feel that the community education concept, if fully implemented could make an impact in meeting this need." The following statement was made by President Carter on March 8, 1977, in response to a request for a statement for inclusion in **Educational Considerations'** special community education issue:
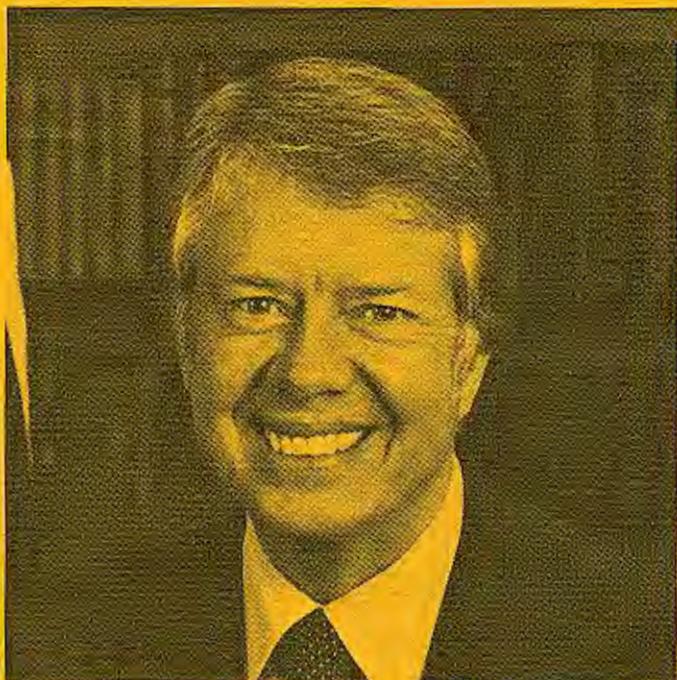
Community education enhances a sense of ownership and belonging to the community. It encourages citizens to share in the responsibility for services they deem vital to their community. Community education is a means for citizens to join arms and focus on issues, for families to learn and play together, for learning to be a continuous life long process and for public facilities to be used for this purpose.

In the Office of Education, $3.5 million is expended annually to this end. Current grant recipients are State Educational Agencies, local school districts and institutions of higher education.

These demonstration projects provide technical assistance to communities, train community leaders and provide funds for communities to implement cultural, recreational, educational and other services deemed necessary by the community.

The concept of community education promotes and encourages community involvement not only in the determination of need but in the decisions of policy and action necessary to meet those needs.

I am aware of the tremendous growth of the Community Education concept in the past few years and would like the nation's Community Educators to know of my continued interest in this worthwhile movement which can mean so much for all of us.

educational considerations

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Panacea or prescription?

In the rush to enlist support for Community Education, the professionals in the field are running the risk of being charged with quackery. Too often Community Education is sold in the same manner that "snake oil" was once sold from the back of a medicine wagon. We pull our wagon into town, gather a crowd of people and then we start our spiel.

"Do you suffer from juvenile delinquency, vandalism, defeated bond issues? Are you regretful of the past, alienated from the present, afraid of the future? Is your divorce rate up and your community support rate down? Are your high school graduates illiterate, your senior citizens forgotten and your marriages boring? Then step right up and receive the elixir of life, the panacea for all of your problems—Community Education."

For many of us, our job is finished when the sale is finalized, when a commitment is made to begin a Community Education program. We then pack up our wagons and move down the road to the next town.

But what happens in the towns that accept Community Education as a remedy for all of their ills? Often what happens is this: Each element of the community selectively listens to our spiel. They define Community Education as a solution to their particular problem. The school superintendent is sure that, as a result of a Community Education program, the community will be more supportive of their schools. The teachers have some vague hope that the attitudes of their students will improve. School board members believe that a Community Education program will reduce vandalism and increase student achievement in their schools. Several citizens believe that they are going to have a meaningful voice in the decisions that affect their lives.

The result of this confusion of goals is that each special interest group narrowly defines Community Education as a program that can be imposed on a community to solve a specific problem. The result of this confusion of goals and narrowly defined focus is that only one facet of Community Education is developed.

In one community, Community Education consists of taking college classes "off campus" to a local school site. In another community, Community Education is an expanded adult education program. For others Community Education is an evening program of arts and crafts, recreation or academic subjects. These activities are all well and good, particularly if they develop as a result of the community members jointly identifying the unique needs of their community and then developing unique programs to meet these needs. However, this is often not the case. Instead of accepting Community Education as a process of involving people in the decision making process, Community Education is often seen as a packaged product that will magically solve the problems of a community.

It is my belief that Community Education must not be sold as a nostrum or cure-all, but as a prescription, or process of action. Before a prescription can be made, there must be some agreement as to the diagnosis. Before a diagnosis is made the nature of the community problem must be discovered by examination and analysis. Community Education should not be offered as a solution to a specific problem, instead it should be presented as a process aimed at helping the entire community to identify and prioritize their problems and to develop the skills necessary to solve these problems. Implicit in Community Education is the assumption that the community is qualified to determine its own malaise.

The crucial need in Community Education today is the ability to help a community develop diagnostic and prescriptive skills. The professional Community Educator must assist local communities in strengthening and broadening their capabilities to involve the citizenery in the decision making processes that affect their lives.

Although there is agreement that citizen leadership and responsibility are essential in order to have an effective Community Education program, many professionals do little to facilitate community involvement. Many of us talk a better game than we play.

Community Education faces three serious dangers. It faces the danger of being defined so broadly that it loses clarity and effectiveness. It faces the danger of being defined so narrowly that it becomes just another program. And it faces the danger of becoming centralized, with the decision making power resting in the hands of the professionals. The true genius of Community Education is the belief that people have the power to transcend the alienation that is increasingly being experienced by citizens today. Community Education has proven itself an effective process that can help citizens recapture a sense of community. Community Education can help schools, service agencies, governmental agencies and citizens join together to face and solve the problems facing society today. Community Educators must not lose sight of the unique thrust of Community Education—a process of involvement.

Robert J. Shoop
Director, Community Education
Kansas State University

Community education and the urban crisis

by Stephen L. Stark and Philip T. West

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Philip T. West is an assistant professor in the Department of Education Administration at Texas A&M University, where he currently directs the department's graduate studies program in public relations and supervises an administrative internship program for superintendents and principals. Dr. West holds a Ph.D. degree from the University of Iowa, a master's degree from Hofstra University and a bachelor's degree from Boston University. Dr. West, whose publications have appeared in leading educational journals, is the editor-in-chief of the *Educational Administration Abstracts* journal.

American society in the mid 70s is an exceedingly complex system. Fraught with inconsistencies, it promises the best and worst of times. Advancing at an unprecedented rate, science and technology have given impetus to large-scale economic growth and to the rising aspirations of an increasing number of Americans. Today, more people than ever before have access to material conveniences, schooling and job opportunities. Still, progress has brought with it the dilemma of change. Impacting the life styles of most Americans, change has resulted in major population shifts, transcience, disintegration of the familial unit, impersonality and even alienation. Particularly feeling the impact of change are the large urban centers, where cultural dislocation has been the most severe.

Rising tax rates, imminent or actual municipal budgetary collapses, growing crime rates, pollution, blight and major attempts to achieve racial integration through bussing have prompted many to flee to the suburbs. For those who choose or are compelled to remain in the city, problem-solving strategies become a social imperative. Viewed often as a panacea for dealing with social ills and the malaise wrought by rampant change, the school frequently bears the brunt of developing a large share of these coping strategies. Serving as a moral stronghold, a cultural assimilator, and a fount of wisdom, the school is increasingly called upon to lay present and future foundations for a splintering society. But its architectural response, while well-meaning, is often too eclectic to produce a structure of contemporary significance.

To restore a sense of community to a society impacted by change and to make change both beneficial and meaningful to all who are touched by it, the school must reestablish a communal relationship with the clients it serves. To accomplish this kind of relationship, it need only embrace an old concept in a new form—the community education philosophy or democracy in its finest form.

The Promise of Community Education

The community education philosophy, while not the only answer to resolving the emergent urban crisis, is, in essence, democracy at work. It engenders grass-root participation and joint decision-making. It fosters, as well, the Gemeinschaft of a yesteryear and puts the notion of neighborliness back into uprooted urban areas. It extols synergestic activity and ennobles the contributions of the marketplace.

As its basic promise, community education scales community activity to the needs, interests and abilities of its school-community constituents. Tipping the balance in favor of those individuals ready and willing to shape their destinies is the neighborhood elementary attendance area, the corner stone of personalized participation and the smallest unit of community activity. Operated, as it were, under the auspices of the larger school system and guided to its ultimate fruition by a trained community education director, the neighborhood school becomes a natural setting for individuals to achieve a sense of unity within a complex urban environment.

Bombarded by a deluge of mass media and often shocked into insensibility by information overload, urbanites are frequently baffled by the intricate social machinery of the greater metropolis. Occasionally, they even misinterpret the goals of the larger school system. Through the neighborhood school, however, every individual is afforded an insight into the direction both metropolis and school system are traveling. By unifying their efforts, these same individuals may have a strong voice in goal redirection. In an age of bureaucratic perplexity and one-way communiques, the neighborhood school becomes an ideal vehicle for achieving two-way communication. People choosing to become and in the process of becoming are an integral part of the neighborhood school. For as they grow, so grows the school, the community and the nation.

The Urban Dilemma

Unfortunately, there has been to date only limited success in achieving community education in large urban areas, and this success, like it or not, has had to depend upon financial support from outside sources. These sources have included private foundations, Model Cities funds, federal aid under Titles I, III and IV of E.S.E.A., and limited revenue sharing funds. In large cities, such as St. Louis, Indianapolis, Dayton and Houston, when the "soft" money disappeared, so did community education programs. Though attempts were made to reestablish these programs by alternative means, no comprehensive urban model has ever been generated from the financial revenues of the city itself.

The past failures of community education in central cities appeared to be the result of many causes. Sometimes there was merely a waning of project interest in the school leadership hierarchy. More often than not, "soft" money spelled both the rise and fall of community education projects. For as long as proposals were being funded, community education prospered.

Funds were usually easy to obtain because community education seemed to be a feasible method for mitigating and, perhaps, resolving a growing rash of urban problems. As a result, community education proposals were written, approved, and funded under the sponsorship of the urban school district. And a pattern of "find the bucks and we'll give it a try" became the established

routine of urban school systems desiring to climb aboard the community education bandwagon.

Generally, the leadership of the urban community education project was selected from within existing administrative ranks and had little conceptual or practical understanding of community education. Worse yet, because "soft" money projects were typically funded in the middle of July and up for renewal for second year funding by early January, communities were forced to accelerate program development without proper planning. Omissions of inservice for the regular school staff were notable, if not pronounced; and duplication of services arising from a lack of coordination with other agencies and institutions became paramount. Finally, the urban community was left largely unaware of the advantages of community education because few attempts had been made to promote an understanding of the community education concept and even fewer had been made to involve neighborhood leadership.

From Promise to Plan

Though there is no sure way of guaranteeing the success of community education in urban environments, there are certain steps which may be taken to reduce the possibility of failure.

First of all, a careful study of the community education concept should be undertaken by school board officials and city councilmen. This study should carefully consider not only the potential contribution of community education for the urban community, but also methods for financing a pilot project. In making this assessment, leaders should evaluate total community resources and investigate joint methods of funding by school district and city.

Secondly, pilot programs should be developed in several school-community neighborhoods and be strategically located so that they cut across the strata of the total urban community. A minimum of two years should be allowed to demonstrate project capability in the resolution of urban problems.

Thirdly, trained professional community educators should be secured to initiate and administrate pilot projects. Too often, the failure of community education in urban areas may be traced to a lack of leadership training in community education.

Fourthly, from its earliest inception, community education must include within its planning process community agencies, organizations, and individuals. To be successful, community education must be the people's program.

In conclusion, program expansion should be attempted only when school district and city are ready to pool additional resources together. Such expansion will most surely occur when the community asks for it, and not before. Yet given an adequate amount of time and patience, some extraordinary effort, and a reasonable amount of community involvement, the voice of the urban community will soon be heard.

Community process: community education's promise

by William M. Hetrick

William M. Hetrick is director of the University of West Florida's Center for Community Education serving 14 counties in the Florida panhandle. In addition, he serves as assistant professor in the Department of Professional Education.

He is a former teacher, coach, athletic director and high school principal. In 1966 he was the recipient of a Mott Fellowship through Eastern Michigan University. In 1973 he received his Ed.D. from Western Michigan University.

The year Nineteen Seventy-six promises to be the most exciting year in our nation's history, as cities and hamlets of varying sizes across the United States prepare to celebrate the 200th birthday of the greatest democracy in the world. Our forefathers' belief that citizens should have the right to decide issues that would subsequently affect their lives led to the development of our representative government. Basic to its success is an educated, informed, and involved constituency. Public education became the keystone to our nation's success.

Community Education, more than any other educational philosophy, succinctly reflects the ideals of democratic government. Because of this, Community Education has the potential to move our nation toward a degree of refinement of participatory democracy that we have not yet realized. It is this facet of Community Education that most excites Community Educators as we enter our bicentennial year.

Yet, even as our governmental "liberty bell" prepares to toll forth its birthday proclamation, a noticeable crack has developed in its make-up. The first faint sign became noticeable in the early 60's. Initially it was characterized by a gradual reduction in the number of citizens who exercised their right to franchise. This flaw in our national make-up gradually became more pronounced, but still few people expressed concern. Citizen disinterest and apathy continued to grow. Recently it reached an unprecedented high and is now a cause of great national anxiety. A recent Harris Poll found 64% of those interviewed felt that what they think didn't make any difference as to the decisions their governmental representatives would ultimately make. This had increased from 37% in 1966. Perhaps of equal concern was the growing disenchantment with the institutions and organizations that serve people, an attitude which had risen from 29% of those interviewed in 1966 to an alarming 61% in 1976.

The present trends represent an ominous foreboding as to what may ultimately cause the downfall of our form of government and give credibility to those who say the greatest threat to democracy is public apathy. To continue to survive as a democratic nation, we must rekindle that basic belief of citizen involvement in government.

Why Citizen Apathy and Disenchantment?

Perhaps if we can identify some of the causes for the rapidly escalating number of persons who have lost confidence in the democratic process and the organizations and institutions that serve communities, we then might be able to reverse the present trend.

There is little question that part of the problem evolves around our nation's increased population. The first census conducted in 1790 showed 3,929,214 persons living in the United States. The 1970 census showed 203,235,298 nationally. Representative government is based on the assumption that the people have access to their elected officials and vice versa. Sheer numbers have created blockages in the two-way communication network so that only the assertive and demanding are heard. Thus, government legislation now primarily reflects the needs and wants of big business and special interest groups. The increased concentration of power at the federal level at the expense of state and local government has only tended to compound the problem and increase the isolation and frustration of local citizenry. There remains a critical need for some mechanism whereby neighborhood

needs and concerns can be identified and channeled to the appropriate governmental group for resolution.

The increasing number of organizations, agencies, bureaus, and departments designed to meet educational, social health, welfare, and recreational needs has contributed to citizen apathy. All too many have soon developed institutional isolation. Those who most need the service soon become lost in the bureaucratic maze of service sources and are frustrated by the fact that they must go to where the services are rather than having the services delivered to them. Organizations initially created to serve the public have become "self-serving." The "edifice complex," which has resulted in centralized service centers with schedules developed to accommodate the worker rather than the client, has decreased the service agencies' effectiveness in reaching their clientele. In like manner, public schools, created by our forefathers as the educational institution charged with perpetuating the ideals of representative government, have also grown apart from the very communities they serve. Participatory democracy has become something that is taught but not practiced.

Federal government has attempted to overcome this lack of involvement at the local level through requiring "advisory councils" as part of the qualifying guidelines for various federal programs available to schools and city government. All too often, however, these councils exist in name only or have degenerated into "rubberstamp" operations called together to approve what has already been decided by the program administrators. Rather than solving our dilemma, this approach has only amplified the distrust the general public has for government and its various institutions.

Can Community Education Help?

During the past decade the literature of Community Education has dwelt on clarifying the concept. Although differences exist among various authors, there are commonalities that run like threads through all the writings. Familiar to most is the "program" aspect that assures maximum use of school facilities, expanded K-12 programming, and provides recreational, educational, and social programs for adults. These are the overt activities most communities associate with "community school" and typify most persons' perception as to the extent of Community Education. Perhaps more subtle in its approach and definitely less understood is the "process" ingredient of Community Education.

Two components compose the "process" aspect of Community Education. The first has to do with identifying community resources and coordinating the delivery of their services. The premise of this component is based on the assumption that it is possible to establish effective two-way communication between service agencies that will maximize effectiveness in the delivery of their services. Every community has a variety of organizations and institutions that provide educational, health, social, and recreational services to its citizenry. Yet, most operate autonomously and this results in duplication of effort and wasted dollars. With the community education coordinator serving as community needs assessor and facilitator, two-way communication is established between the various service organizations that ultimately eliminates duplication and assures maximum efficiency through using the local schools to deliver their services at the neighborhood level.

The second component in community process has to do with developing a mechanism that will involve community members in decisions that ultimately affect their welfare. The premise here is that community members not only desire but are willing to spend the time and effort necessary to establish a democratic process whereby local problems are identified and solved. This component uses the elementary school attendance area as the recommended organizational unit since it is small enough to assure effective "grass roots" representation, yet serves a neighborhood with common interests and concerns. Using any one of a variety of selection techniques, a community council of 25-30 members representative of the various persons and groups residing in that area, is established to identify community problems and concerns, prioritize them, and decide upon appropriate solutions. Here again, the degree of success is determined by the extent two-way communication is established between the council, the community members they represent, and the service organizations that have the necessary resources for solving community problems.

Are We Realizing Community Education's Potential?

Many Community Educators have theorized that Community Education is a concept that, as it is implemented, focuses initially on the overt activities, or "program" aspect and ultimately evolves into "process." We have used this rationale for quite a number of years to justify our lack of community process development. Yet it is the two "process" components that are most needed by society today. As one visits the various Community Education programs in operation across our nation, it soon becomes obvious that the development of community process has not evolved to the degree one might expect, and that some obvious deterrents are present. Closer scrutiny reveals some of the following as underlying causes:

- "community process" has not been considered a priority by Boards of Education and administrators.
- Evaluation of Community Education has focused on "programs," i.e., number of participants, extent of facility use, etc.
- many Community Education programs must be financially self-supporting.
- University programs for training Community School Coordinators and Directors have focused on the nuts and bolts of programming with little or no attention devoted to developing community process.
- most educators and agency heads are uncomfortable working with community groups and tend to avoid the slowness of decision-making associated with involving community members.
- in many instances coordination of community services is fragmented and lacks continuity because of personality differences and interagency jealousy.

Other factors have undoubtedly also limited the degree to which we have achieved "process," but the above have been the primary impediments. In examining each, we come to a better understanding as to what must be done to make the necessary change.

One does not have to look too closely to understand why "programs" have received the major emphasis, with "process" forced to take a back seat. In many community education districts, Boards of Education and school ad-

ministrators have limited understanding of Community Education. As a result they are primarily interested in seeing school buildings opened for community use and activities offered for all ages. They believe that "process," involving community members in resolving local concerns and working with other community agencies, brings into the school elements that are inappropriate to the educational scene. It is only as we are able to broaden their understanding of the true parameters of Community Education and society's educational needs as they exist today that they will give "community process" priority emphasis in their districts. An on-going Community Education awareness campaign is critical to ultimately developing community process.

Community process, by its very nature, is difficult to evaluate. As a result, in assessing the effectiveness of Community Education, we have dwelt on comparing the numbers of participants, the amount of money generated through adult education, the extent of facility use, and other comparative "program-based" analyses. Community School Coordinators and Directors have, naturally enough, put forth their efforts in developing the areas on which they are being evaluated. Only as we build in ways to effectively evaluate "process" development will emphasis be put on that aspect.

A third factor limiting the development of community process results from the fact that many Community Education programs are initiated with the idea that they will result in little or no extra cost to the school district. This forces the Community School Coordinator/Director to look upon his role as primarily one of the "fund raiser" so that his program will be self-supporting. By the very nature of such prerequisites and our present federal and state funding practices for such things as basic adult education and high school completion, he is soon forced into focusing primarily on whatever programs that will generate dollars. In such a situation, the Community School Coordinator/Director is automatically predestined to be primarily a programmer with little or no time left to work on process.

Much of the blame for not developing community process to the degree possible can be attributed to the Universities and their overemphasis on programming skills in their Community Education training programs. Many Community School Coordinators and Directors avoid the process aspect because they feel they lack sufficient training to work effectively in this area.

When University training programs provide community educators with the necessary background experiences and skills to work with process, then the practicing Community School Coordinator/Director will gain confidence in his ability to work with agencies and community groups and will exert his leadership in the process development.

Assuming that educators and agency heads who are specialists in their area will readily accept in-put from community groups as to the action their agency or institution should take is a misconception. Although they will be the first to acknowledge that they direly need a more effective way to ascertain local needs, their time and effort is spent in delivering services. It is here that the role of Community School Cordinator/Director becomes so critical to the success of community process. Only as he develops a comprehensive needs assessment strategy that utilizes a composite of sources, drawing upon the Community Council, surveys, personal interviews, and contacts with community groups, will he be able to act as the successful facilitator or catalyst. The Community School Coordinator's ability to function as the intermediary will be dependent upon his ability to identify community needs and the resources he has to work with and maintain two-way communication with both groups.

Perhaps the problem that is the biggest road block to maximizing community services is the lack of cooperation and communication resulting from interagency jealousy and personality differences. There are those Community Educators who believe that, if the Community School Coordinator/Director adequately identifies needs in his community and makes these known, he has fulfilled his responsibility. These persons will argue that service agencies and institutions will respond to community needs when identified, since their very livelihood depends upon it.

Other Community Educators propose a stronger course of action, arguing that only as structure is changed will inter-agency cooperation be assured. Thus the last few years have seen the evolution of the Community Education consortium uniting local government with Boards of Education in a combined Community Education effort. The proponents of this approach point out that these groups represent the institions that create and support the organizations providing services to people. Such an organizational structure provides the Community School Coordinator/Director with direct access to the broad range of health, recreational, social, and welfare agencies supported by city or county government as well as the schools with their programs and facilities.

Community Education today stands at a critical cross-roads. If developed to its full potential, Community Education offers a developmental mechanism for reinstituting participatory democracy. To achieve this goal will require the leadership and commitment of Community Educators nationally to the development of "community process." If, instead, we are content with what we have presently achieved, we will be taking the second choice .... one that has been taken by leaders of some of the great concepts of the past that failed to realize their potential because of lack of vision. The choice is ours!

Community education as a multi-system operation

by George S. Wood, Jr.

George S. Wood received his B.A. from the University of Vermont and his M.A. and Ed.D. from Western Michigan University.

He presently works with the Institute for Community Education Development at Ball State University. He was associate director of the Community School Development Center at Western Michigan from 1972 to 1975. He has also taught English and language arts in secondary schools and was a newspaper sports editor and reporter for two years.

When I think of a community, I think of people. When I think of education, I think of all kinds of teaching-learning experiences—formal classes, apprenticeships, real-life problems being solved, advice being given, examples being set, human relationships being worked out and so forth. When I think of Community Education, I think of various systems, that is, institutions, organizations and other formalized groupings. These are the community instruments for developing and administering most of the classes, apprenticeships, problem-solving efforts, formal advising, and planned human interactions, which constitute much of the educational experience.

The nature and activity of these systems is the basic determinant of what might be called the *educational climate* in the community. These *systems* include, among others, school systems, (public and private), parks and recreation systems, social agencies and organizations, businesses, labor organizations, political and governmental systems and so on. The term *educational climate* includes not only the numbers of learning opportunities available, but also the relevancy of those opportunities, the access of people to those opportunities, and the general attitude of the people to both the opportunities and the deliverers or processors of those opportunities. A community in which these systems consistently process *sufficient, relevant, accessible* opportunities to a *receptive* population is well on the road to becoming what some have called *the learning society* or what the Ball State Institute for Community Education Development staff refers to as *the fully functioning community*. The route to a fully functioning community is the development of a fully functioning Community Education process. A fully functioning community is one in which lifelong learning is a dominant ethic; the total community as a learning environment is the setting; the development of an effective, responsible citizenship is the goal; the development of a coordinated responsiveness of community service systems is the key strategy; and people involvement in participatory decision-making is the central feature.

In creating comprehensiveness, relevancy, accessibility, and public confidence, the essence of a Community Education effort which moves toward the *learning society*, it seems to me, is the development of systems which become increasingly *open*, that is, have more and more direct interaction with the community, both with the people and with other systems. The notion is that broad-based relevance and accessibility and public confidence in the systems are related to the degree of *openness* of those systems, individually and collectively. In implementing a more extensive Community Education approach, the issue is *not* simply whether to expand service/program dimensions, but whether to alter the fundamental nature of the systems in the direction of more *openness*.

The school as an example of system openness

The *openness* concept can be illustrated on a programmatic level by a careful examination of the major areas of activity in a comprehensive school system Community Education effort. Public school participation in Community Education seems to have five potential focuses: K-12 schooling, extended K-12 schooling (preschool and adult), leisure education, community problem solving and community based education. *K-12 schooling* (youth) refers to the kindergarten thru twelfth grade schooling for the young. *Extended K-12 schooling (preschool and adult)* refers to those activities, primarily academic and/or vocational in nature, which are a normal part of the K-12 curriculum and are made available to the pre-school and adult populations. *Leisure education* refers to recreational, avocational, enrichment and social activities. The addition of these activities to the school curriculum typifies the now familiar "community schools" or "lighted schoolhouse" movements. *Community problem solving* refers to the kind of educational activity required to deal with such matters as environmental usage, energy usage, the aging process, public housing, public health, vandalism, neighborhood problems and so forth. *Community based education* refers to school participation as a peer resource system in the community's educational activity outside of the school facilities and outside of the school's administrative domain.

If put in a pyramidal structure as follows, each focus in ascending order not only adds an extra area of program activity, but indeed commits the system which administers the programs to a more open-ended kind of interaction with the community, both in terms of the people to be served and the kind of activities that may have to occur. In fact, the community problem solving focus and the participation in a community-based pattern presume a willingness by the school system to address situations that arise in whatever manner is necessary. In effect, the pyramid demonstrates that each focus represents a different *level* of openness. As we ascend the pyramid, we see an increasing breadth of responsibility and, more importantly, an implied increase in open-ended interaction between system and environment (community).
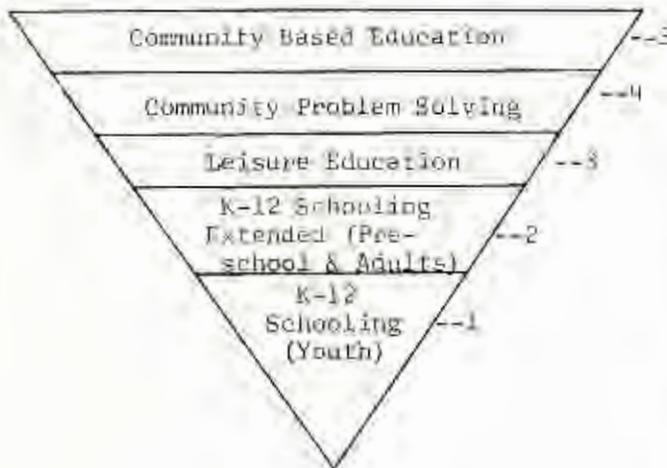
The pyramid levels also have a collective quality about them. That is, each level presumes the inclusion of the activities in the levels below it. With respect to *community problem solving* (level four), for example, to the extent that the academic needs of youth, adult education needs, early childhood education needs, leisure time learning needs, career learning needs, environmental learning needs, social learning needs, political learning needs, and the learning requirements for the solutions to individual and group problems are all situations about which the community must do something, then all of these categories of learning activity fall under the general heading of community problem solving. Similarly, implied in the term *community based education* is the notion that education is ultimately a function of the community and that the role(s) and location(s) of system activity, even those that are traditional, are subject to community definition and redefinition. There is also a further implication, that is, that at this level the system voluntarily participates in and becomes subject to community-based decision-making and planned coordination to the extent that such decision-making and coordination are active functions of the community.

What happens, of course, is that the school system decides which levels or focuses will be included in its local Community Education effort. In determining the composite focuses of its implementation, the system is defining its mission or role in the community and, consequently, the level of openness on which it "intends" to operate. However, *openness* consists of more than specified intentions. *Openness* involves at least the communication, planning, decision-making and resource allocation patterns of the system. The idea is that if the system intends to function effectively in the focus areas that it specifies as its mission, then it must adopt communication, planning, decision-making and resource allocation procedures which can support the system's efforts in those areas.

The resulting condition of a system which gears its communication, planning, decision-making and resource allocation to support the system mission is a particular level of *operational openness*. As the mission changes in dimension, the degree or level of openness of the system itself changes toward greater or lesser openness.

Several implications are evident here. Sometimes the mission of the system is determined less by what is appropriate for the community than by the degree of openness that system leaders can "tolerate" in their personal and professional behavior styles. Sometimes the system mission is determined on the basis of community needs, but the system fails to recognize the importance of adopting the *openness* characteristics necessary to support the mission. Sometimes well-meaning Community Education advocates promote the idea that the concept is simply a "program expansion" notion which does not require fundamental change by the system, but only some "additional" resources or activities.

The variable which identifies the relative condition of the system's Community Education effort at any given moment is system *openness*. The key indicators for fixing the degree of system openness are its role assumptions, its communication patterns, its planning procedures, and its resource allocation procedures. The reader should be cautioned that temporary and/or exceptional activity in any one of these indicator areas can produce inaccurate conclusions about system openness, if the exceptional indicator condition is the only factor considered.

Conditions in all indicator areas, taken together, produce a measurement of system openness which is certainly substantial and even possibly conclusive. The fact that a system, by virtue of incidental circumstance or temporary credibility requirements, may be able to point to programs or services or isolated people involvement actions does not mean that the system is operating at the level of openness which is apparent in those actions. The entire system operation must be examined. Operating assumptions must be identified and tested. Communications and decision-making patterns must be checked out. The isolated actions must be found to be consistent with the fundamental operational mode of the system.

In the same way that schools can be seen as *opening*, so can other agencies and organizations as they participate in the Community Education process. Each system can be described in Community Education terms as operating at a *level of openness* on the following five-level pyramid:
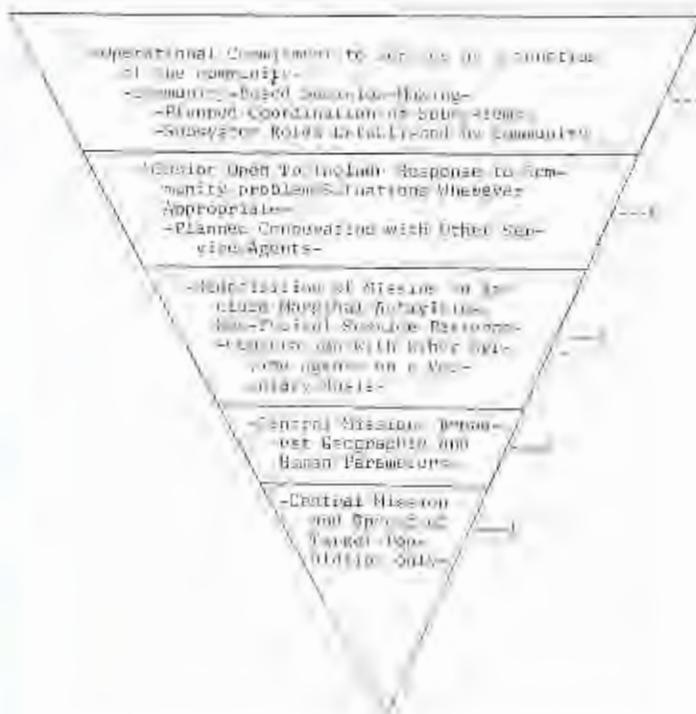
The school system pyramid previously described is a specific example of this general systems pyramid. The contention here is that similar specific pyramids can and should be developed for recreation departments, social agencies and other systems.

Multi-system openness = "Community" Education

If the relative condition of a system's Community Education activity is determined by that system's openness, then the nature of an entire community's condition is determined by the openness of its many systems acting in concert. The functions of individual systems can best be described by the phrase *participation in*, as in "school system participation in Community Education" or "the

parks and recreation department participation in Community Education." *Community* Education refers to the conditions and processes which result from the multi-system interaction pattern, which in turn is determined by the openness of the individual systems.

Cooperation and coordination among systems comes first from their operating at a level of openness which structures the necessary interaction as logical operating procedure. Given the *openness* necessary in the operating systems, what remains to be done is the structuring of operational mechanisms (mutually agreed upon patterns or processes for initiating and maintaining ongoing interaction among the systems). Again, the key to this coordination dimension of the concept lies in the conscious *structuring of appropriate mechanisms* consistent with openness characteristics of the various systems involved. Although cooperation in any form or for whatever reason is ordinarily commendable, the principle being examined here is *not* found in cooperation efforts, incidental or long range, whose purpose is to comply with externally imposed sanctions or legal requirements or funding guidelines. Nor is the principle at work when the cooperation is the result of informal personal relationships developed by middle management people in the various systems to accomplish what the systems themselves can't do formally. The principle being described refers to a system level of openness and the resulting cooperative relationships which result from a consciously planned, fundamental operational mode for the system(s). Looking at Community Education from a systems perspective, one sees that the process for increasing the effectiveness of the multi-system Community Education effort should logically begin with working with individual systems to be more *open* and then move to establishing mechanisms for translating the greater openness into increased productive interaction. In arguing that the proper procedure for developing a cooperative Community Education climate is first to open each system and then develop *interaction mechanisms*, I am aware that the process is not as orderly or as clearcut as the argument suggests. Actually the mechanisms are developed *as the systems open*. However, the point is that a mechanism can't be expected to work if the systems are not *open* enough to participate at the level necessary for the mechanism to function productively.

At this point in the development of the Community Education concept across the country, the focus has largely been on *opening up* the school system in each community. It has been a *community schools* effort to increase the school system's *participation in Community Education*. The school system is a very important system, but only one of the many systems that effect the educational climate in any community. The *multi-system* approach is still largely untried. For this reason, the process for increasing cooperation among systems has often been one of creating a "mechanism" arbitrarily for the interaction (an agency council created by the schools, for example) and then trying to persuade systems to participate in the mechanism, without regard to the levels of operational openness in the systems or the type of mechanism which would best accommodate the operating conditions of the particular systems in question.

The ultimate hope

Community Education addresses the interrelationship, even the interdependence of public

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schooling, adult education, early childhood education, leisure education, community problem solving and community development in a community educational pattern. It doesn't address any component so much from a programmatic point-of-view as from the matter of its place in the total educational pattern of the community. Program activities are necessary and important, of course, because serving people is the bottom line. But the question of *how* people are being served is at least as important as *how many* people are being served. Within the Community Education concept, the program activities have a special importance with respect to their *influence upon* and *relationship to* all of the other education that is going on in the community.

If recreators and public school people, for example, really believe in Community Education, they believe not only that cooperative programming and sharing facilities and resources make economic and public relations sense, but also that their educational missions are inevitably related, that they are dependent upon one another in an educational sense. What we are really aiming at, in the educational process, I would hope, is helping people to improve their self-images, helping people to learn to adjust to change, to create meaningful social patterns and relationships, to make better use of the environment, etc. It is unrealistic, I think, to assume that such matters as personal self-image, the aging process, peer social relationships, social change adjustment or effective environmental usage, either at the individual level or the community level, can be addressed by agencies acting unilaterally or in a loose programmatic alliance posture, where the main function of the alliance is to divide up the service pie and make sure that each agent doesn't interfere with the other's territory. Possibly one of the reasons that Community Education as a concept has been threatening to a good many people, including scores of public school people, is that in its broadest conceptual form, it says, "The old notion of territory is out-moded." It doesn't provide a basis for getting at the real socio-educational questions which confront us. The needs are not simple, but complex. Each one requires the joint action of many community systems in differing combinations. The resources must go where the need is and in whatever form the need requires. Although we need service systems of people with special skills, these systems must be less concerned about maintaining an exclusive organizational structure and territory and more concerned about adapting to the need requirements. Somehow there has to be created a consistent and effective process of multi-system decision-making and interaction to deal with education as the complex process that it is.

The ultimate hope of the Community Educator is that all systems participating in any form of educational endeavor will willingly and continuously relate to the larger community educational picture and will participate openly in multi-systems planning, decision-making, and implementing. The process of multi-system resource interaction, planning and decision-making which results in a community problem solving orientation for education is the focus of Community Education as practiced in its most conceptually-advanced form. Community Education then is community development in an educational sense or with *education of some kind* seen as the cornerstone of, and an ingredient in, all developmental community ac-

tivity. It is a way of looking at education as multi-faceted, multi-system, interrelated sets of activities designed to produce some specific problem solutions and to promote the interactive pattern of community problem solving.

The director or coordinator

The visible Community Education structure for the multi-systems model becomes whatever administrative pattern functions best in the given community. Whether the processes and programs and resources are physically managed by someone formally titled "The Community Education Director" or other people is not the real question. In fact, it can be argued that as a programmer, the Community Education Director really is a recreator or an adult educator or a social director, stepping in and out of those roles as the occasion demands. In that case, the role of such a programmer in leisure education or adult education is exactly the same as the people who are called *recreators* and *adult educators*. He plans, implements and supervises activities as time and resources permit. And he is responsible for any programs that occur in his physical sphere of influence.

For many communities, Community Education is just this kind of catch-all programming with a jack-of-all-trades leader who does his thing. But if Community Education is really a systematic and purposeful mix of the community's educational forces, the community educator is not the expert or supervisor of any one of those forces, except as emergency requires such an action. Instead, Community Educators are motivators and facilitators for community problem analysis; for communication across geographic, social and organizational lines; for developing multi-system educational action designs or master plans; and for optimizing the involvement of community people in making action decisions. He/she is the *advocate* of education as a complex, community problem solving force and the *servant* of community individuals and organizations who want to participate in implementing such a concept.

For purely economic or other practical reasons, the Community Education leader(s) may be housed in one community system or in a position jointly created by two or three systems. Or, for local political reasons, there may be a need in some communities to create a *community* position, not directly tied to any single system. The intention here is not to argue the merits of alternative administrative structures.

Whatever the administrative pattern adopted, the kind of role that such people must play is clear. At least four role functions seem imperative: 1) community ombudsman or advocate, 2) community process person, 3) community information gatherer and disseminator, and 4) evaluator-analyst-reporter-to-the-community on the condition of the *educational climate*. These functions are to be contrasted with the other role such a person is expected to play, that of *community manipulator* for the system(s) which signs the paycheck. Parenthetically, this is to suggest that even where systems are interested only in better "public relations," they would do well to identify their community services or relations director as "the community's person on our premises" and then really encourage him/her to function in that role.

In the larger context, the Community Education leader has to be the community's person *on every system's premises*. And the real question which confronts

communities who are moving in Community Education directions is not "Do we want another leisure education director or adult education director?" but instead "Do we want to operate with a master educational plan for the community?" And for system leaders the questions are "Do we want to commit our respective systems to interaction and interdependence patterns prescribed by the problems to be solved, rather than the traditional missions of the interacting systems?" and "Are we willing to be coordinated in a decision-making process to which we contribute, but which our system does not unilaterally control?" The level of Community Education that a community can expect to actualize depends upon the answers.

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N.C.E.A. ANNOUNCES
ITS 12TH ANNUAL
NATIONAL CONVENTION
NOVEMBER 27-DECEMBER 2, 1977

ALADDIN HOTEL
LAS VEGAS, NEVADA

The National Community Education Association annual convention is the high point of the Community Educators year. Convention attendance has been on a steady increase and the convention program has continued to be a sincere worthwhile experience for the professional and lay citizen. The National Community Education Association's ability to negotiate unbelievably low room rates for convention attendees have made attendance at this national convention accessible to all.

The Board of Directors of the National Community Education Association extends a cordial invitation to all educators and lay citizens to attend the National Community Education Association's 12th Annual Convention.

Community education: a life-long learning process

by Donald S. Udell

Donald S. Udell is acting director of the Midwest Community Education Development Center and also an assistant professor in the Department of Administration, Foundations, and Secondary Education at the University of Missouri—St. Louis.

He was the recipient of the Charles Stewart Mott Foundation Doctoral Fellowship from 1972-1974. He received his Ed.D. degree from Arizona State University in 1976.

Rhonda Jackson is 19. Her 20 year old husband, a street department laborer by day, works as a restaurant busboy by night. Married soon after high school graduation, Rhonda and Frank worked a year and looked forward to starting night school to learn skills which neither had gained in high school. But Rhonda is pregnant now, and Frank is locked into two low-paying jobs with no time for school . Because of a childhood blood disease, Rhonda fears she may need special medical attention. The couple quarrel over money and feel that they've been cheated out of a future. What can Frank and Rhonda do at 19 and 20? What can they expect from life ten years from now? Once hopeful for a long, bright future, these young people now feel dull, tired and frightened. Has education ended for the Jacksons?

No matter what the Jacksons encounter, they will be educated. But given their present situation, their only diploma may consist of missed payments and lost dreams, an advanced degree in futility. What should interest us is that this couple and others like them be educated not for futility but for a better future as individuals and as members of a community. Such education is a life-long process, and it is the community itself which can implement the concept of community education.

From -9 To 99   -9   99
[——————————————————]

One's life-long education begins the day of conception and ends the day of death. For the sake of this discussion, let us call this period of time "-9 to 99."

From -9 To Birth   -9   Birth
[——|—————————————]

Let's begin by considering Rhonda Jackson's educational needs during her pregnancy. She must have proper medical care; and if she cannot afford frequent visits to a doctor, she needs to locate free medical services as well as information about her own responsibility for her baby's prenatal nutrition. And more than physical health is at stake. Rhonda and Frank will face a major change in their personal relationship because a new person will require Rhonda's attention, and Frank may resent the intrusion. An expectant couples' class can alert them to the possible problems of new parenthood and, more importantly, introduce them to ways of minimizing the unrest.

From Day 1 To 5 Years

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-9   Birth   5
[____|___|_____]
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By the time the Jackson's child is 5 years old, research tells us that his personality and his values will be pretty well molded. Between his birth and his fourth or fifth birthday, that child will subconsciously acquire attitudes toward life, will learn his own approaches to personal problems and will decide to be a success or a failure. His parents need to know that they can encourage his psychological growth and that through classes and interaction with others, they can equip themselves to raise him successfully. They can air their own frustrations and learn to deal with them.

During early childhood, the Jacksons' child will need the health care and preventative medicine that children of more economically secure families receive. Where can he be treated? Community health clinics can expand their roles to meet preventative needs while schools can assist by providing breakfast and lunch programs to those in need to improve nutritional benefits that the child might miss at home. His physical needs cared for, the child of working parents also benefits from supervised play with ot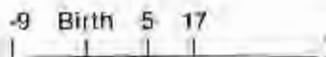her children, so strong service and family oriented child care centers are also needed for the period from birth to 5 years.

From 5 To 17

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-9   Birth   5   17
[____|___|___|_____]
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It is for the ages 6 through 17 that the Jacksons and couples like them expect the community to provide education for their children. This essay is not designed to attack the existing K-12 program; indeed, our American educational program offers children a vast amount of knowledge. But it is obvious that among American youth, major social problems do exist. Many teenagers and even pre-teens vandalize, drink heavily, abuse drugs, run away from home and fail to win a comfortable and healthy place in society. The community has resources to show these youth the alternative to losing, and the winning can begin happening in the school itself. Some communities have already begun identifying students who do not function well in a structured classroom and curriculum but who do show promise in open classes and in classes which use the community and its businesses as their schoolrooms. More importantly, we already know that most of the students' problems originate at home even though the conflict erupts at school. If the whole family, through a community program, can be involved in the K-12 program, then certainly some of the conflicts may be resolved.

What I would like to describe now are four kinds of young people who emerge from the K-12 program and who, along with their parents, can benefit from community education beyond the elementary and high school years.

First is the individual who at some point, for some reason, becomes so disillusioned with education—or more precisely, with the way he feels in the classroom—that he becomes a *dropout*. Mentally the dropping out may happen in the fifth grade or even as early as the second, but the law keeps the dropout a student until grade eight.

The second kind of person encounters an unhappy school experience, but some pressure or person keeps him in the classroom until graduation day when he shakes

his fist at high school and all other forms of education. I can identify with that student and with that feeling of disgust; it is an uncomfortable immature state and so I call this second type of student the *directionless*.

The third kind of student shows a happier, brighter exterior to his teachers; in reality, however, after the second or third class session, he instinctively discovers what the instructor wants and for the rest of the school year does just enough work to get by. Easily recognizable by his clowning in the classroom or by his surly nonchalance, this student is the *system-beater*, the person who bluffs his way through school and short changes himself out of an education. Unrespectful of authority, he will probably go through life gambling with the system.

The fourth type of student enjoys learning and may flourish in a structured classroom or may actually be so motivated that given the necessary facilities and information, he may create his own learning experiences. Unlike the dropout, the directionless and the system-beater, the *enthusiast* does not need additional basic skills and information, but he will always be looking for learning.

From 17 To 64

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-9   Birth   5   17   64
[____|___|___|___|_____]
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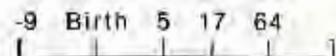
At some time after graduation, each of these students will realize a desire for more education; and we as educators must be ready to provide the wide range of educational opportunities they will need between the ages of 18 and 64. The most obvious need exists for the dropout whose lack of diploma and skills blocks him from a job and pushes him toward crime. School may represent society's structure to the dropout, and he may need personal attention to those negative feelings before he can go on to get basic skills.

The second student, the directionless, may actually have a job, but more than likely there is little room for advancement and less room for personal growth. Frank Jackson, for example, already knows he needs vocational retraining and at the same time realizes that for him and his family to flourish, he needs to become a careful consumer. Community education helps there too.

The third person, the system-beater, may bluff his way clear through his twenties, possibly even through a college degree; but at some point he will mature and dedicate that intelligence to something he sincerely wants to learn. In his late twenties or early thirties he will want more academic training, social activities or cultural enrichments, possibly even a second degree.

Of all the students leaving the K-12 program the enthusiast has the best chance to succeed without further help. Ironically, though, it is the enthusiast who always wants more. Excited by new fields of study, languages, crafts and public interests, he will use whatever education is provided. Even young women like Rhonda Jackson, a good student herself, whose decision to marry ended her formal schooling but not her ability or willingness to learn can benefit if the burden of economics and new parenthood can be erased.

There are almost fifty years between 18 and 64 when the community can offer education to the four groups I have described. For the dropout and the directionless, we can offer the G.E.D. course, adult basic education and vocational training along with courses for their families. The system-beater and the enthusiast can use advanced

academic programs and career education. And all the groups can benefit from recreation and health courses, hobbies and crafts, cultural programs and consumer information.

What gives the community its ability to provide such a variety of programs? There are already existing organizations which can be organized into the community education system—the YMCA, the church, local business, park boards and citizens organizations just to name a few—just as there are existing facilities which can be used in the process: civic centers, parks, supermarkets, garages, church buildings, beauty and barber shops, radio and television stations, theaters and, of course, the neighborhood school.

From 64 To 99

-9 Birth 5 17 64 99
[___|___|___|___|___|_____]

One group of people has already learned some things from existing organizations. Trained, educated, experienced, and wise, those over 65 often are retired by society before they are ready to enjoy the free time retirement is supposed to supply. In contrast to what some of society believes, those over 65 do want to learn and are prepared to use their learning as well. Recently the dean of a college came to talk with me and in conversation shared this: "I'm 64. Next year they'll retire me and, you know, I'm just now beginning to feel that I know what it's all about." And in another instance, I watched a group called the Golden Voyagers working as aides in elementary schools. An 84 year old woman knelt on hands and knees to play with a 5 year old girl. The light in their eyes and the joy in their faces showed that they were being truly educated. Our older people are another of the community's vast resources to be identified, involved and appreciated in life-long education.

From -9 to 99, people never stop seeking. As educators we have provided opportunities for learning and must provide an even wider range. But the other step in establishing life-long community education is to help individuals specifically identify their own needs. We cannot merely announce their deficiencies and enroll them in a Thursday night class in consumer math. Instead we must ourselves clearly differentiate between the terms *wants* and *needs* before we can guide anyone else to discovering their own.

Let me explain. I stayed in high school only to participate in athletics. I did not enjoy academics and I did not enjoy high school social life. If I had ever dropped out, it's highly doubtful that I would have ever returned, especially if someone had suggested, "Don, why don't you come back and take that English course?" Instead, the community offered a night program which included a basketball league, and I wanted to be a part of it. I was comfortable on the court and after a time decided that since some of the players were staying for English classes and humanities courses, I might as well try them too. Without help I knew for sure that I wanted to play basketball, and the community provided the chance. What I identified later was my real need for more academic work, and again the community provided the opportunity. That kind of help is what I am supporting for the whole range of age groups discussed already. By fulfilling an individual's wants, we may also guide him to see and respond to his needs.

Charles Stewart Mott said, "For each of us, there is a time for taking stock—for comparing our intentions with our accomplishments . . . Even if a man feels no necessity to justify his life to others, there is no escaping the necessity to justify it to himself. There are many ways to approach such a reckoning. Each man's life has its own private record of success and failure in his responsibilities to himself, his family, his associates, his community and his God. It is not always easy to set forth an honest balance sheet when human and abstract values are involved, but one can try."

One day between 18 and 99, one looks in a mirror and sees an image he wants to alter. We the community must provide the means of making that change.

Coming this fall in
Educational
Considerations

"Considering Educational Planning" by George Crawford and Jerry Bailey of the University of Kansas

"Organization Development Training: Reflections from an Urban Junior High School" by Ron Davison and Paul Longhofer of Wichita State University

"Professors as Teachers, A Case for Faculty Development" by Martha Ann Atkins of Kansas State University

Utilization of community advisory councils

by Wayne Robbins

Wayne R. Robbins is an instructor at San Diego State University and also an adjunct professor at the University of Redlands where he advises interns who have received Mott Foundation Fellowships through the San Diego Center for Community Education.

He was a Mott Foundation Fellow at Western Michigan University where he completed his Ed.D. in 1973.

Legislation and policies initiated in very recent years often require that a component of "community involvement" be incorporated into educational programs. This is often accomplished or sometimes mandated through the formulation of a citizens advisory council.

Unfortunately, in my opinion, advisory councils have not become an effective force in relation to their potential for assisting in the improvement of American education, and community life in general. We must ask why.

First ask, are we serious? Do educators and governmental officials really want community involvement and at what level? Legislation often requires community involvement in the planning process of developing programs and activities and requires the signature of a community person showing approval of the plan or proposal. The level of involvement is generally strictly advisory with no decision making power given to community people. This often leads to frustration and a non-effective council.

Many educators believe that decision making is the sole right and responsibility of the professional and are unwilling to involve the agencies and the community in meaningful decision making. This attitude, it seems, encourages further distance between the school and the community and isolates the school from the community.

Numerous agencies serve the community in many different ways. Agency representatives must be a part of the total planning process so that they are able to continue their services in an effective manner, and, more importantly, provide input into how the community can be better served. Although the trend is improving, traditionally, schools have given little consideration to agency needs.

Second, if we are serious about involving community and agency people through effective advisory councils, what can be implemented to accomplish this?

If we view the community from a holistic standpoint, we see the school as a sub-part of the total community it serves. If we view environment as the major factor in determining the lives of individuals and especially youngsters, then we must view the school as only one factor in this determination. Accepting this point of view leads one to think in terms of the total educational system and not isolate thoughts to the limited schooling process. How then can we implement a process by which the total environment can be addressed in a coordinated fashion to improve the total educational system?

Educators can take the leadership. They possess the only facility that is located within every sub-community within the United States—the school. They represent an administrative structure which is politically safe to most people, and the school/community advisory council has the potential of becoming the force to bring the segments of the school-community together.

The frustrations, which many council members feel, may be reduced if certain processes are followed to assist council members in becoming more effective. These processes include:

1. Assuring that council representation is reflective of the community. This means to examine the community from major political and sociological factors and include agency and community members from at least the major segments.

2. Developing a working relationship—it is important to take time to establish a strong working relationship among council members. Knowing and recognizing each individual's strengths, limitations, and personality assists in developing ties that result in a more effective council. There are many simulations and/or games which can assist in this process.

3. Establishing Roles—From some traditional processes such as conducting a needs assessment, establishing bylaws and developing goals and objectives, additional steps must be taken to assure that each council member knows his or her roles in relation to the operation of the council. Beginning with a basic understanding of the education code, district board policies and administrative rules and regulations, and then discussing and determining specific roles and parameters. What are the council's responsibilities? What is the perogative of the principal and/or staff? What specific area will the council be involved in? Will the council be the decision making body for some agenda items or will it always be totally advisory? What are the normal reporting procedures to other parties, such as community school staff, administration, agency needs and school board? No two councils will necessarily operate under the same guidelines, but by establishing how "this" council will function reduces frustration.

4. Developing specific process skill areas—Some of these are:

   a. Consensus—Reaching agreements without voting.

   b. Conflict Resolution—Conflict is a normal human function especially if a council is effective. The point is to have a process by which to resolve conflicts when they arise.

   c. Time Management—Making the most effective use of time and efforts as related to the council.

   d. Change Processes—Knowing what logical steps need to be taken in order to create change.

   e. Identifying Resources—Methods by which human, physical and financial resources within the community can be identified.

   f. Task Force Organization—A method by which a greater number of people can be involved in decision-making processes and leadership can be dispersed throughout the community. There are, of course, other skills which will be identified as needs for a particular council. These should be addressed as they arise. There are several effective simulation exercises which assist in developing these skill areas.

5. Maintaining Interest—Many councils begin to fall apart after the initial interest and functions have been accomplished. It is important to continually identify new areas of concerns or endeavors. Sometimes these may be a problem or they may be areas by which the council can introduce new and innovative ideas. The point is that a council without a task will soon become non-effective.

These five points are offered as suggestions for implementing and maintaining an effective council. If councils are implemented by going directly to issues without developing process skills and establishing roles, the chances of success seem to lessen. Taking the time to follow at least the five factors mentioned above may not insure a successful council, but experience has shown that the chances are much greater.

Community "Advisory" councils can be an effective means to bring the school and community closer together and to improve upon the total climate of the community.

Ideology and education

"If the majority of Americans come to be preoccupied with questions of human dignity, worth, and justice for all, then the schools might have an invaluable civilizing influence on such a society. If, as is more likely, such questions are regarded with disdain, then our minorities and women will have to look elsewhere for enlightenment and help."

Ideology and Education, Richard Pratte.
New York: David McKay. 1977. p. 280.

Building blocks for a complete community education program:

A case for the deaf community

by Roland G. Frank

Roland "Ron" G. Frank is the Director of the Community Education Development Center at Gallaudet College in Washington, D.C. Dr. Frank assumed this position in June, 1976, and in the past has served as Director of the Northeast Community Education Center and as Associate Director of the Community Education Center at Western Michigan University. He has been active in Community Education since he was an intern with the Mott Leadership Program in 1964.

Since you are new to the community, you are happy to see the lights on in the local school building as you approach it in the evening for the first time. You notice that the word community has been added as a descriptor to the name of the building. Once inside there are many activities being carried on. There are classes in conversational French, classes in cooking, meetings of some parents who are very concerned about improving the services of the crossing guards and some citizens who are discussing local governmental issues with the local council representatives. Yes, this is a community school with a trained community school director, and advisory council. However some of the community is not involved in this school. Not the part of the community who chose not to participate, but a segment of the community that is left out because of the lack of understanding on the part of the community in general. I am speaking about the DEAF COMMUNITY within the general community.

You see, the deaf and hearing impaired community cannot benefit from the classes and discussions mentioned above without some very special considerations. In a recent survey conducted by Jerome D. Schein, the following four items were listed as the most important reasons for deaf adults not enrolling in continuing education classes:

1. Classes for deaf adults not available
2. Lack of qualified teachers for deaf adults
3. Not a sufficient variety of classes for deaf adults
4. Lack of qualified interpreters[1]

The above four items are not meant to be an inclusive listing, but are an indication of some of the considerations that must be examined when developing a complete community education program. Mary E. Switzer and Boyce R. Williams gave some perspective on the need for special considerations when they stated:

Most deaf people have normal strength, mobility, and intelligence and strive for achievement within the limits society sets in response to their serious communications inadequacies. This then is the handicapping base of their disability. It is primarily psychosocial. It manifests itself in many ways, each of which is in turn an important life problem of the deaf people: under-involvement in the mainstream of community life; limited sharing with fellow men; lack of acceptance among family, neighbors, employers; severe under-employment, to mention a few.[2]

In order to begin to alleviate some of these psychosocial problems, special services need to be developed by the local community school director. Some of these are: making interpreters available to the deaf, utilizing captioned films for education and entertainment, developing and promoting sign language classes for the hearing population, running a special needs assessment for the deaf population in your area, developing special Adult Basic Education programs where appropriate, assist teachers of adult classes in obtaining special materials where appropriate.

Let us now turn to a discussion of how this all fits into the general concept of community education and then return to a description of where and how the local community school director can get and provide these services for the deaf.

Karl Weick in a recent article about educational organizations discussed the concept of loosely coupled systems and the implications for analyzing organizational behavior. In defining this concept he said:

> By loose coupling, the author intends to convey the image that coupled events are responsive, but that each event also preserves its own identity and some evidence of its physical or logical separateness.[3]

Community education and community schools by their very nature are concepts loosely coupled to many organizations and groups. The deaf population is, in fact, a separate group due to their deafness, but they are part of the total community. The deaf are sometimes loosely linked to the hearing world by the taxes they pay, the goods and services they produce and purchase and the culture only then can impart to the hearing world. The evidence of the physical or logical separateness as described by Weick can be readily seen by the use of an interpreter or the captioning of an educational film. The fact that loose coupling does exist does not justify exclusion—in fact the opposite is true. Switzer and Williams stated it best when they said:

> More marshalling of total community resources to the support of the subculture is essential to move local deaf groups from their current ghetto-like existance to the point where they can take pride in belonging and in involving their interested normally hearing friends and relatives.[4]

Let us now examine the possibilities for marshalling those community resources through the concept of community education which is already in the developmental stages in many communities. It does not seem wise to make an entirely new beginning in order to include the deaf population, which has been omitted. I believe that we can turn to the concept of coupling as an answer to this problem.

> A final advantage of coupling imagery is that it suggests the idea of building blocks that can be grafted onto an organization with relatively little disturbance to either the blocks or the organization.[5]

Figure One illustrates some of the blocks that have been used to design and build a typical community education program. These blocks have been chosen at random and are not to imply that these are the only components of a good community education program. Some of these blocks are conceptual and process oriented; e.g. development of inter-agency cooperation and some of the blocks are programatic in nature; e.g. high school completion programs.

Figure 1. Building Blocks for a Typical Community Education Program
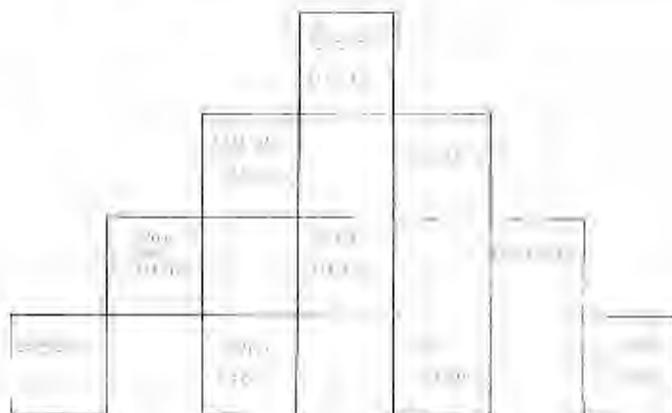
As Figure One illustrates there are some open spaces between each of the building blocks that will allow for additions without changing any of the basic structure of the organization. These additions will, in fact, give added strength and dimension to the organization. Figure Two illustrates the possible additions which could make for a stronger community education model and one which will begin to serve the deaf population of the community.

Figure 2. Building Blocks for a Community Education for the Deaf
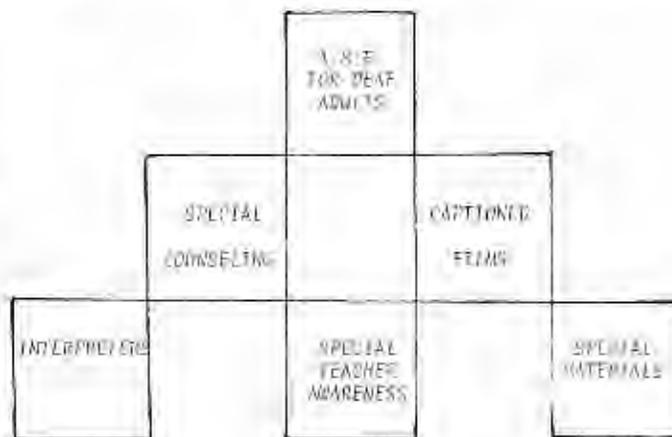
You will note that these building blocks can be inserted into Figure One with ease. Thus a grafting of the blocks does not disturb either organization, but the grafting serves to demonstrate the concept of synergism—the whole is greater than the sum of its parts.

The advisory council has been placed on top of Figure One because through this council the real process of democracy works in community education. Therefore, a word of caution is needed at this point. The inclusion of the building blocks for the deaf population and exclusion from the advisory council will not strengthen the concept.

A widespread, persistent, and pernicious problem is the paternalism that enmeshes deaf people. These group inadequacies have been the base for general attitudes of doing things for rather than with deaf people; of proceeding with substantive plans on their behalf without involving them in the planning process.[6]

In other words these building blocks will crumble if the cap stone is not a solid and complete block.

With this basic design in mind, we can turn our attention to the problems faced by the community school director who is seeking to locate some of the needed resources to make the program a reality. First, the problem of interpreters—where to locate them and how much do they cost. There is a national association of interpreters called the Registry of Interpreters for the Deaf (R.I.D.). Their address is: P.O. Box 1339, Washington, D.C. 20013. By writing to this association you can get the address of your state chapter of R.I.D. and thus the local talent pool of interpreters. The local or state office can also provide you with cost information.

Second, the problem of special materials. The Center for Continuing Education at Gallaudet College has developed some special materials and full information is available by writing to:

Center for Continuing Education
Gallaudet College
Office of Curriculum Development
Kendall Green
Washington, D.C. 20002

In addition to these materials there is a depository of captioned films available. Information about these films can be obtained by writing to:

Bureau of Education for the Handicapped
Media Services and Captioned Films
7th and D Streets S.W.
Washington, D.C. 20202

Third, information on the development of sign language classes for hearing people can be obtained from your local R.I.D. or by writing to:

Sign Language Programs
College Hall
Gallaudet College
Kendall Green
Washington, D.C. 20002

Fourth, is the development of special Adult Basic Education courses for the deaf. Teacher awareness and other special materials are very helpful. Further information can be obtained by writing to:

Center for Continuing Education
Office of Adult Basic Education
Gallaudet College
Kendall Green
Washington, D.C. 20002

The basis of the community education movement is finding solutions to community problems. The deaf are indeed a *part of* your community and not *apart from* your community.

Footnotes

1. Schein, Jerome D., et. al. *Continuing Education of Deaf Adults*, Deafness Research and Training Center, New York University, School of Education, 1976, p. 36.
2. Switzer, Mary E. and Williams, Boyce R., "Life Problems on Deaf People," *Archives of Environmental Health*, August, 1967, Vol. 15, p. 250.
3. Weick, Karl E., "Educational Organizations as Loosely Coupled Systems," *Administrative Science Quarterly*, March, 1976, p. 3.
4. Switzer, Mary E. and Williams, Boyce R., *op. cit.* p. 254.
5. Weick, Karl E., *op. cit.* p. 3.
6. Switzer, Mary E. and Williams, Boyce R., *op. cit.* p. 255.

Politics in education

"The movement for greater community participation in the policy process in American cities extends beyond school reform. It represents the hope of a large segment of the population that has been alienated from the institutions of the society. Because education is so integrally a part of local government and because it will be a major target of community activists in the next decade. The test of the vitality and responsiveness of the city school systems will come in the next decade."

Confrontation at Ocean Hill-Brownsville. Maurice R. Berube and Marilyn Gittell, Eds.
New York: Praeger. 1968. p. 334.

Use of local resources through community education

Closing the gap between the K-12 curriculum and the community:

by Anthony J. DeLellis

Anthony J. DeLellis works with the Mid-Atlantic Center for Community Education at the University of Virginia. He expects to receive his Doctor of Education degree from the University of Virginia this spring. He holds a Master of Arts from Central Michigan University and a Bachelor of Arts from the University of Delaware.

For the last four decades some educators have been attempting to foster a reintegration of the school and community. Significant headway has been made on many fronts. Yet, the integration of the curriculum with the community remains an elusive goal. Perhaps this is the result of the massive complexities that comprise even the most simple of curricular programs; perhaps it is the result of educators who are reluctant to take even moderate risks; or perhaps it is simply not knowing where to begin that causes our schools to segregate their students from the mainstream of life.

Community education might bring this desired integration between the school and community. To do so, the community school coordinator and the principal must begin to observe systematically the resources that abound in their community and tap these resources for the mutual benefit of the students and the community. The emphasis in this discussion is upon expanding the concept of the K-12 curriculum to the extent that, through a community education approach, it affects an integration with the community. The discussion also attempts to stimulate thought regarding how to locate resources for bringing about such changes.

The steps that follow are a few that can be taken in the direction of bringing about a reintegration of the school with the community. They have been selected for discussion, however, because they are representative of the resources that exist, to varying degrees, in most communities.

1. Expertise in the Local Community

The principal and coordinator should attempt to learn the talents of local community members, as those talents relate to curricular matters. They should list the persons who possess those talents. The list could include people with special knowledge of some topic area, skill at performing some specific task, or possession of some property of particular interest. For example, there may be a community member who is knowledgeable about the history of the neighborhood or who is an amateur astronomer. Another resident of the community may be an accomplished gardener or wood carver; and yet another may have unique pets that would be of interest to the students.

These people should be asked if they would be willing to share with the students their knowledge, skills or possessions from time to time. In some cases, they would visit the school while in others it might be possible for the students to visit them in their homes. It is not uncommon to find that many will decline the opportunity to assist in the educational process, but a surprising number will be glad to help, and still others will be honored that they had been asked.

2. Musical Resource List

There are numerous musical groups in every community. They range from highly proficient professionals to good amateurs. Local bands consisting of teen-aged youth, high school and college ensembles, military bands and orchestras, school bands and orchestras, professional combos and others can be invited to perform at the school. Not all will accept the invitation, but a surprising number will. The American Federation of Musicians, for example, encourages its members to give free performances to many nonprofit organizations as a

public service. Many church choirs will be only too willing to perform for students, and many school choirs can easily be coaxed into performing for other schools.

3. Dance and Theatre Resource List

More difficult to bring to the school are dance and theatre groups. In part, this is because they are not very numerous and their activities tend to be seasonal. As with the musical resource list, there are many amateur groups that would be willing to perform all or part of their show for the school. Even if a total performance cannot be arranged, a theatre group may provide several members from its set design crew to show the students how stage sets are created. Another group may provide make-up people who would show the students how make-up is applied and how it affects dramatic performances.

4. Science Resource List

Scientists, both professional and amateur abound in this society. Also, many technicians who are not generally classified as scientists possess a great deal of scientific knowledge and ability and should not be overlooked. Large research and manufacturing companies frequently seek out methods to provide public services to their communities, particularly inexpensive services. Therefore, many would be quite willing to allow a class to visit or to release one or more of their employees to make a presentation at the school. Such a presentation could be coordinated with the science classes and would add a desirable dimension.

5. Occupational Resource List

There are a number of programs in secondary schools designed to expose students to the wide variety of occupations that exist in the U.S. economy. Such programs can take advantage of the average person's interest in his/her job by extending an invitation to visit the school to discuss it. Of course, there is no reason why such a resource should be reserved for the secondary schools, and considerable reason to include it in elementary school curricula as well.

Many teachers discuss the more glamorous occupations with their students. Yet, there is value to be derived from inviting to the school those who can discuss less conspicuous occupations. Of course, the old standbys, the nurse and police officer should not be forgotten. This resource list, however, unlike some of the others, does not have to consist of highly specialized individuals. Anybody who has or has had a job qualifies.

6. Service Clubs, Social Clubs, and Professional Associations

Groups such as the Jay Cees, church groups, Kiwanis, Association of University Women, trade unions and others are a constant resource for special programs, for communications networks and for occasional fund raising efforts. In addition, they can assist in recruiting labor for special projects.

7. Enrichment Programs

In many communities, departments of recreation are encouraged to operate their programs in school buildings. However, other agencies exist in most communities as well, and might be willing to provide their services in the schools if invited or allowed. Agencies such as cooperative extension services, public health departments and others can design programs to enhance the curriculum if they are encouraged to do so. In addition, groups such as Boy Scouts, Girl Scouts, 4-H Clubs, churches and others can also provide programs that are coordinated with the curriuclum. Supplementing and complementing the curriculum can enhance the opportunities for both the advanced and the remedial student. It should be kept in mind that such programs do not have to carry curricular sounding titles or be staffed by certified teachers. It is sufficient that the individuals who lead such programs receive open cooperation and encouragement from all school personnel and that growth of the student be held as the primary goal of the organization or agency.

8. People

In discussing the integration of the school curriculum with the community, one is really talking about bringing people and ideas together, and bringing people and people together. There is no reason that can justify the way young people are systematically segregated from the adults in the community, and it is done to such an extent that it may encourage voluntary segregation of the generations in later years. One way to enrich the school curriculum and to provide a needed service to a major portion of the community is to invite people into the schools. Let students see adults in the buildings. Adults can be there for any number of reasons; perhaps they could provide one of the services listed above; perhaps they could simply be observing the school in action; or perhaps they could participate in a lunch program for senior citizens. The principle is that it is essential, if the school is to become part of the community, that it allow the community to become part of the school.

As the several resource lists are being developed, the principal and coordinator should begin to design a method for sharing the information with others in the school. A continually updated master list should be maintained, and it should be kept in a place easily available to teachers, administrators and clerical personnel.

This approach to the integration of the K-12 program with community education efforts calls for the reasonable use of community resources in a systematic and deliberate manner. Also, professionalism in the community, should not be the only level of expertise sought. Knowledge, skills and people abound in every community, and many of those people will gladly share themselves with students, if asked. If, through community education, the joint effort of schools and their communities cannot tear down the walls it may, at least, result in opening the doors.

RELATED READINGS

Phillip A. Clark, "Can Basic Community Education Principles Be Included in the K-12 Program?", *Community Education Journal*, Jan./Feb. 1974, p. 33-35.

Larry Horyna, Editor, *The Community School Concept and Classroom Teachers*, A Conference Report, Eugene, Oregon, Northwest Community Education Development Center, 1975.

Martha Irwin and Wilma Russell, *The Community is the Classroom*, Midland, Michigan: Pendell, 1971.

Edward G. Olsen, "A Life-Centered Curriculum," *Community Education Journal*, Nov./Dec. 1975, p. 35-41.

Lou J. Piotrowski, "The Daytime Portion of the Community School," *NASSP Bulletin*, Nov. 1975, p. 43-50.

Larry Winecoff and Conrad Powell, *Organizing a Volunteer Program*, Midland, Michigan: Pendell, 1976.

The community education level development process: a taxonomy

by William F. O'Neil

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He received his Ed.D. degree from Wayne State University in Detroit in 1972. He was a Mott Doctoral Fellowship Recipient from June 1971 to October of 1972.

During the past decade much has been written about community education and community schools. Authors have correctly portrayed the community education concept as an approach to many of the social and educational problems that are plaguing this nation and keeping it from social greatness. No more need be written here concerning the potential of community education—it has all been said! Writers such as Ernest Melby have expressed the potential impact of community schools on social progress very succinctly.

It is true that we must still bring the message to the uninitiated. This is part of the "Missionary Zeal" which appears to be a commonality among people in the field. But what do the initiated do? They have the philosophy and also a series of component models to use for their own needs. Is this enough when every model reduced to paper appears to imply that "their" approach meets most of the generally accepted philosophical tenets in the literature?

It is this writer's belief that all school models have to progress through an ordered series of phases or levels in order to implement the various component parts of the philosophy as articulated in the national writings. This is not to say that every model will develop to every level. Indeed many apparently acceptable models never proceed beyond level four in the accompanying taxonomy.

One should not be overly concerned about how other models are developed or indeed if their level has been superseded by others. The key question is: does our model meet the level requirements which are appropriate for our community as determined by both school and community representatives? If the answer to the question is affirmative, then community and school people alike need not be concerned about the level development of other institutions, nor should they be overly concerned with the articulated philosophy of the national movement.

It is sufficient to say that any model has to pass through certain steps to become successful. It is not enough to know that certain communities have been successful. Communities must know the process from initiation through fulfillment. The community education level development process is an attempt to guide any community school model. The taxonomy is not intended as a model itself. Emphasis has been placed on community schools in this taxonomy because they are the major delivery system in the field of community education.

The taxonomy follows:

Level:

1. The establishment of initial support mechanisms.
2. The assessment of proper utilization of expanded facility operations.
3. The initiation of formal and/or informal community communication structures.
4. The development of community based program components.
5. The involvement of the community education coordinator in community need fulfillment, other than program.
6. The blending of community volunteer, professional, and other paid personnel in all aspects of the school.
7. The adaptation of portions of the curriculum to meet the esoteric needs of the community.
8. The convening of necessary public and/or private social agency services around the community school.

It has already been stated that not all schools will embrace all eight levels and that level attainment should not be based on the arbitrary decision making of a building coordinator. Decisions in this development process should be made, when possible, on objective data gathering evaluation procedures. Evaluation should be mandated on levels two through eight.

The levels of this taxonomy are based upon a continuum with the exception of levels seven and eight which could be reversed in certain circumstances.

The latter portion of this article will deal with a brief explanation of individual levels. This discussion will only suggest what might occur in order to achieve each level—most of that process would be determined by the specifics of the particular community. The explanations given here are designed *only* as a clarification of the taxonomy.

Level 1: The establishment of initial support mechanisms

A community cannot begin the development of community education until both the formal and informal power structures give a measure of support to the concept. How this is accomplished depends largely on the individual community. It is appropriate to say that both elected and appointed school officials would be logical individuals to contact. Business and service organizations are important to the community and should also be included.

The support process could not function without a direct relationship with lay citizens served by the community school. The person or persons first attempting level one should seek people in the community who seem to exercise a degree of leadership. As these people are identified and convinced, the support mechanism should escalate.

The person first attempting to introduce the movement in a given community need not have professional educational qualifications but only a good grounding in the basic philosophy of community education. As the levels increase, so will the necessity of increased professional preparation. Specific knowledge of school organizational and curriculum patterns is necessary in levels seven and eight of the taxonomy as formal curriculum activities are included.

Level 2: The assessment of proper utilization of expanded facility operations.

Most buildings provide some space that can be used for expanded operations which are necessary for a community education program. The people involved in this level of activity will obviously be guided to a great extent by those facilities which are available in their school building. For example: if there is no large flexible use area, then group size would be a consideration in program planning.

Where new construction is contemplated, this level takes on increasing importance and involves a great deal more latitude in the development of ideas for the planners. Flexible, multi-use areas planned for individuals of any age must be uppermost in the planners mind. Individuals of all ages must be considered equally when planning a community school.

Minzy and Le Tarte state:

"At the risk of educational heresy, Community

Education believes that education facilities should be available to all persons with need on an equal basis. Based upon this belief, it then becomes necessary to develop educational specifications which take into account the differences in age, size, and availability of those served."[1]

If level two is developed by professional staff, it is essential that they work in concert with members of the community in planning a new facility or in ascertaining utilization of an older structure.

A neighborhood survey should be undertaken to determine other facilities that might be used for programming outside the school building. Community education programs are not limited to any given structure.

Level 3: The initiation of formal and/or informal community communication structures.

Communication is the most important ingredient for any successful community education endeavor. Various forms of communication have been established from informal "door knocking" surveys and leader identification to the more formalized community school advisory councils.

The difficulty encountered on this level is that of making certain that substantial process as well as ritualized application of a program is taking place. Dr. Seay, in his recent book, describes this ritualized application as the institutional process, which uses testimony from the literature or from a neighboring community rather than objective data that was generated to determine need, to develop community education activities.[2]

Many councils, for example, are successfully elected or appointed, but little is done to impress upon the members that a major duty is to develop communication links with community and other interested individuals. The community education coordinator cannot accomplish communication without an effective and permanent community link. In short, there is more to being a council member than going to meetings.

The school administration must define for council members the legal system under which all public schools operate. Advisory councils are frequently not told that many state regulations limit flexibility on the individual school level. The council members can utilize their right to initiate action to have any offending regulation altered, and must realize that the principal cannot affect all desired changes on his own authority.

Goals and objectives should be developed so that progress can be measured and communicated to the school's constituency. The community council should be used as a vehicle to reach the entire community with information. The council can be a major force in bringing community reactions to the school.

Level 4: The development of community based program components.

It is important to demonstrate to the community that the school implements the community education philosophy. One of the elements that the school can deliver at level four is the program component.

Adults, teenagers, and children can be served by academic and other activities which are designed around the basic needs structure of the immediate service area.

The author believes that to attempt high level community involvement before some successful attempt by the school at program development could cause people to be disenchanted with efforts demonstrated in levels 1-2. Some people might begin to think that community education is just another empty phrase that claims to promote the betterment of their school-community. This would be particularly true in urban schools where the people have been promised so much by various federal anti-poverty programs, but have received very little to help them better their lives and the lives of their children.

When the program component is functioning, it can then be used as a positive reinforcement toward the development of a harmonious sense of community.

Additionally, by getting people into the building, the program allows the school staff, community education coordinator and principal to meet more people and expand the basis for community involvement. When a successful program is established, the school and community are ready for the fifth level.

Level 5: The involvement of the community school director in community need fulfillment, other than program.

Community educators have difficulty fulfilling many of the people's needs because of the increasing demands made on their time for program development. Collectively, community school advocates are attempting to develop what in the field has come to be known as "process."

One key to the process is the daily time frame within which the community education coordinator operates. Most building directors spend time establishing, maintaining and monitoring programs. As the program becomes more effective, more time must be given to the above tasks. A successful coordinator in many community schools is the one who has the most programs.

In order to achieve true community involvement at level five, the director must leave the task of maintaining and monitoring programs to other people under his direction. Perhaps community volunteers could be used in this capacity. The coordinator must become the advocate of the constituency he serves. More time must be spent on community based problems that hinder implementation of the total concept. The coordinator must serve the community council as an ombudsman or advocate.

Only when the coordinator develops an awareness of community need that can preempt the school establishment can meaningful community involvement be accomplished.

Research strongly indicates that parents are vital to sound learning.[3] Certainly this necessitates that the community school become more responsive to community need than merely opening the school or other facilities on an extended basis.

Level 6: The blending of community volunteer, professional, and other paid personnel in all aspects of the school.

The community education movement has often been criticized for attempting to be all things to all people. That notion not withstanding, most people in the field fully recognize that they are only facilitators at best and that it takes a team to fully bring to fruition the idea of community education. The task of assembling the necessary expertise to help solve people's problems is an awesome responsibility. A responsibility that all community residents need to share. Teachers, teacher aides, and auxiliary personnel are important people in blending the community education philosophy into a practical, positive school climate.

The teacher of the future will need many people to help him/her carry out the development of teaching procedures that are commensurate with individual learning styles. The teacher will need leadership skill to meet classroom and other school needs.

Level 7: The adaptation of portions of the curriculum to meet the esoteric needs of the community.

The implementation of level seven is as difficult to accomplish as finding and welding a sense of community among a given community school population.

If K-12 is to be an important part of the community education philosophy as Minzey suggests,[4] then community educators have to bring about integration of basic cognitive needs and the demands of an ever changing society. One fact seems clear; merely the opening of school buildings is not community education.

The community must help the educator bring about the curriculum revision that meets the people's most immediate need and still provide for organizational change that will allow each individual, regardless of age, to grow in such a way that he may cope with change. The twenty-first century is upon us and as educators, we must adjust to technology. Technology is already causing serious problems in our society, both environmentally and in changing life styles.

The community school can become a social oasis that can cushion technological change by human friendship and interaction, as well as help prepare for its ceaseless advance.

Level 8: The convening of necessary public and/or private social agency services around the community school.

Community educators at this level should find ways to bring attention to community resources that can affect learning. Attention should be focused on the total neighborhood environment.

In order to bring the neighborhood to regard learning as a life long necessity, educators must develop a prescriptive approach to learning, utilizing community resources. Every teacher must become a diagnostician of each student's learning needs. To establish learning needs, a teacher should have all available informational input that the expertise of the various community service agencies have to offer. This material could then be added, in the case of children to the information the school already has to complete the profile on each child. Educators have to utilize this pool of data in the classroom if they are to be successful. If the community school is to carry out all of the dictates of the philosophy, they will need multi-agency expertise in addition to what they already possess.

Summary

All community schools need to have a step process or taxonomy to bridge the gap between model and program. The development of levels will also allow for an orderly accountability process. Objectives and procedures can be divised for each level. The taxonomy also attempts to bring into focus the process elements of community education that are associated with a community school.

It has been the experience of this writer that many people in community education ask for ideas that will allow for articulated development of all the elements of the community education philosophy. This taxonomy is an attempt to meet such requests.

Footnotes

1. Minzey, Jack D. and Le Tarte, Clyde. *Community Education from Program to Process.* Pendell Publishing, Midland, Michigan, (1974) p. 231.

2. Seay, Maurice F. at. el. *Community Education: A Developing Concept,* Pendell Publishing Co., Midland, Michigan, (1974) pp. 86, 87.

3. Rockwell, Robert E. and Liddle, Gordon P. "Modifying the School Experiences of Culturally Handicapped Children in the Primary Grades." Quincy, Ill.: Quincy Youth Development Commission, (June, 1964).

4. Minzey, Jack D. "Community Education Another Perception," *Community Education Journal,* Vol. IV., (May-June 1974) p. 7.

Facility planning assistance for local schools

The Center for Extended Services of the College of Education at Kansas State University is organized for the specific purpose of providing assistance and services to local school systems throughout the state of Kansas and the Midwest geographic region. Conducting educational facility planning studies is one of several services offered by the Center. Usually such a study is initiated by a school system wanting to obtain a professional outside evaluation of existing facilities plus a study of potential alternatives for needed facility expansion or improvement.

On being contacted by a school system, a representative of the Center will under normal circumstances visit with the local Board of Education at a regularly scheduled Board meeting, to provide an overview of the specific kinds of facility evaluation and planning activities which might be appropriate to that school system situation. At this initial meeting an opportunity is also afforded to clarify in general terms the facility issues in question, and to thus establish a working understanding of the goals and objectives of the district. After this initial meeting, the Center for Extended Services staff will prepare a contract which specifies in detail exactly what services will be provided to the district by the Center. This contract is subsequently signed by the President of the Board of Education, the local superintendent of schools, and by appropriate personnel from Kansas State University.

A complete facility study will usually include an evaluation and examination of all buildings owned by the district, a review of building sites that are currently owned by the district, a determination of new sites which might be needed, and a determination of student population characteristics and future trends which provide an indication of building needs.

A written report is prepared and submitted to the local Board at the conclusion of the study. This report usually sets forth a series of facility recommendations which are incorporated into a comprehensive 5-year Capital Improvement Program plan for the district. A final meeting is scheduled by the Center's director with the local Board of Education to discuss and review the study and recommendations.

For information about this service, contact G. Kent Stewart, Center for Extended Services, College of Education, Kansas State University, Manhattan, KS 66506.

Community education and the older adult

by Sidney Lynn Miller and Gladys D. Falconer

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The purpose of this article is twofold: a) to acquaint the reader with some factual information relating to the older American; b) to familiarize the reader with the community education philosophy and based on this philosophy how local communities can plan and implement programs and services for and with older adults.

Statistics Relating to the Older American

The Department of Health, Education and Welfare publication entitled *Facts About Older Americans 1976* (1976), includes information and statistics concerning the number, life expectancy, geographic location, living arrangements, income, employment and education of older Americans. This information is summarized briefly in the next few paragraphs.

Definition

Those persons aged 65 years and over are considered older Americans. This chronological designation is convenient for the purposes of reporting, but tends to obscure the fact that aging is a continuous process from birth to death, and is a process that varies with the individual. A person can be physically and psychologically "old" at the age of 30, and likewise, a person age 65 may be physically and psychologically much younger than his chronological years might indicate.

Life Expectancy

The life expectancy of a person born in 1900 was 47 years. The life expectancy of a person born in 1974 is a projected 72 years. Because of a reduced death rate in children and young adults, more people now reach old age, but once there, they do not live much longer than their ancestors.

Women reaching age 65 can expect to live another 18 years; men reaching age 65 can expect to live another 13 years.

Number

Older population trends in the twentieth century are shown in Table 1.

Table 1. Older Population Trends in the 20th Century

	1900	1975	2000
Number in millions	3.1	22.4	31
Percent of total population	4.1	10.5	10.7-11.7 (depends on birth rate)
Ratio of women to men	98/100	144/100	154/100

The above table clearly indicates that the older population is increasing and that women in this population outnumber men at an increasing rate.

Geographic Location

In 1975, about half of the older population lived in the six most populous states of California, Illinois, New York, Ohio, Pennsylvania, Texas; and in Florida, the eighth most populous state.

Nine states had 12 per cent or more older persons in their total population: Florida, 16.1 per cent; Arkansas, 12.8 per cent; Iowa, 12.7 per cent; Missouri and Kansas, 12.6 per cent; Nebraska, 12.5 per cent; South Dakota, 12.4 per cent; Oklahoma, 12.3 per cent; and Rhode Island, 12.2 per cent.

Living Arrangements

In 1975, about one million persons, five percent of the older adult population, lived in institutional settings. Table 2 shows the living arrangements of the non-institutionalized population.

Table 2. Living Arrangements, 1975 (Noninstitutional Population)

Source: Facts about Older Americans, 1976, p. 7

Income

In 1974, about 20 per cent of the couples, where there was a husband age 65 or older, received an annual income less than $4,000; approximately 24 per cent of the elderly couples received incomes of $10,000 or more. Half of those elderly persons who were living alone, or with non-relatives, received $3,000 or less.

Employment

In 1975, more than 2.9 million (14 per cent) of the older Americans were in the labor force, working or seeking employment. Of this 2.9 million, 1.9 million were men, and 1 million were women.

Education

"In 1972, almost half of the elderly population had not completed eight years of elementary school. About seven per cent were college graduates" (Special Committee on Aging United States Senate, 1974, p. xxi). The level of educational attainment is increasing as the more highly educated younger age cohorts reach their 65th birthdays. This is evidenced in Table 3.

Table 3. Projected Education Attainment of U.S. Population 65 Years and Older: 1970 to 1990.

Year	Percent of High School Graduates
1970	28.3
1975	35.2
1980	44.0
1990	49.4

Source: U.S. Bureau of Census, 1976.

Social and Economic Problems of Older Adults

Harris, et al. (1975) conducted a study to determine attitudes toward and expectations of aging in this country, of both the general public and older Americans. The introduction to this study states the following:

> The social and economic opportunities available to any group in this society depend not only on their own resources, capabilities and aspirations but, as importantly, on the resources, capabilities and aspirations that the public at large attribute to them. Americans 65 and over are no exception. The potential contribution that older people can make to this country depends not only on their self-confidence and belief in their abilities and desire to remain active and useful members of society, but also on the confidence that the public at large places in them as contributing human beings (p. i).

Data from the study shows that most older people in this country want and have the potential to be productive contributing members of our society and that their condition in life is better, both economically and socially than the general public believes it to be. However, the Harris Study cautioned that low percentages in certain categories must be translated into numbers of persons affected. For example, 15 per cent of persons 65 and over, report not having enough money to live on as a personal problem. This 15 per cent translates to some three million older persons.

Older Americans in the Harris Study were asked the seriousness of certain problem areas for them personally. Table 4 lists some of these areas and their responses.

The authors suggest that community agencies and organizations serving older persons may, through cooperative efforts, have an impact on many of the problems reported in Table 4.

When the data are presented by income, it is worthy to note that the lowest income group, the 23 per cent of older persons with household incomes less than $3,000, "suffer much more seriously from every problem than the more affluent" [emphasis added] (Harris et al., 1975, p. 130).

Responses to other questions relating to general mobility were reported as very serious problems for approximately 15 per cent of the older adults, again with the lowest imcome group being most seriously affected.

Recurring indications throughout the survey pointed to the need for such in-home services as cooking, cleaning, laundry, personal care, grocery shopping, minor home repairs, help in getting to medical services and so on.

Table 4. Personal Experience: Serious Problems of Older Americans

	Very Serious (Percent)	Very Serious Plus Somewhat Serious (Percent)
Fear of crime	23	47
Poor health	21	50
Not having enough money to live on	15	40
Loneliness	12	29
Not enough medical care	10	23
Not enough education	8	25
Not feeling needed	7	19
Not enough to do to keep busy	6	17
Not enough friends	5	16
Not enough job opportunities	5	12
Poor housing	4	11

Source: Harris et al., 1975, pp. 31, 32.

The Harris study provides a wealth of information not only for those working with older persons, but also for those interested in developing and implementing programs and policies for the aging.

Community Education

"Community Education is the process that achieves a balance and a use of all institutional forces in the education of the people—all of the people—of the community" (Seay, 1974, p. 11).

There are two key phrases in the above definition: "balance and a use of all institutional forces" and "education of the people—all of the people." The remainder of this discussion will examine each phrase as it relates to the older adult.

Cooperation of Community Agencies, Organizations and Other Resources

Every community has a variety of resources residing in, or responsible for providing various services to the community. These resources are physical, such as facilities and materials; and human, including both individual community members, and community agency personnel, who have various talents and skills. Frequently found in communities are governmental units, Area Agencies on Aging, educational institutions, health and welfare agencies, service organizations (such as the Optimists and Kiwanis clubs), recreational programs, law enforcement, fire and other safety agencies. It is through the cooperation of such resources that many solutions to problems, and improvements to the community, can be effected. Such resources, working together in a sincere effort, should certainly be able to improve the lives of older adults in their respective communities.

Many community education programs have community education councils, which work along with the community education coordinator or director, to assist in the activities of the total community education program. There is a strong need for those involved in both the council membership and the total community education program to be representative of the entire community. This includes representation from various ethnic backgrounds, race, sex, age, geography, interest groups, agencies, organizations, business and industry. Such representation on a community education council can, through the bringing together of these various resources, lead to the beginning of cooperation and understanding of the roles each resource can play.

Education

Throughout most of the problems identified as those affecting the older adult, the need for education is apparent. There seems to be a need of education for older adults; education of agency and community persons about the older population is also necessary. Listed below are several of the problems commonly identified with the older adult. Following the listing of each problem is a brief commentary on how community resources might begin to cooperate and provide the necessary education and services to help alleviate these problems. These are but a few alternatives. The key is commitment and innovation. It will be up to the members of each community to develop the most appropriate means of cooperating with their community.

Finance

Employing older adults where part or full time help is needed, and where there is a match between the older adult's capabilities and the job requirements, is one way to suplement the income of older Americans.

In addition to the locally sponsored positions, several programs administered by federal agencies provide funding for older adult positions. These include: Comprehensive Employment and Training Programs (Department of Labor); Senior Community Service Employment Program of the Older Americans Act (Department of Labor); Older Persons Opportunities and Services (Community Services Administration); Foster Grandparents Program (ACTION); Volunteers in Service to America (ACTION); Senior Companion Program (ACTION).

The following federal programs provide some kind of remuneration for out-of-pocket expenses for volunteers in the programs: Retired Senior Volunteer Program (ACTION); Action Cooperation Volunteer Program (ACTION); Service Corps of Retired Executives and Active Corps of Executives (Small Business Administration).

Providing instruction for the development of skills which can lead to part or full time employment, or to other money earning activities, is another way to assist older adults in a financial way. This may involve offering formal education or vocational classes, or providing enrichment programs in which the learner may develop such skills as upholstering, candle making, jewelry making and other

skills that may result in salable products. Information sessions relating to the development of small businesses may be appropriate for some older adults.

Other information which will assist the older adult in managing his finances can be sponsored cooperatively by community agencies. Such information may include some of the following topics: "Social Security Benefits," "Budget Planning," "Cooking and Shopping Economically," "Investments" and "Free and Low Cost Services for Older Adults."

Health

Local school facilities may be available for other community agencies to work with older adults. This might mean that health education programs are taught in the school by a variety of community resources ranging from medical personnel to nutrition specialists. Blood pressure clinics and various other diagnostic examinations may be coordinated through school and community agencies.

Personal safety and fear of crime

Classes and information programs can be arranged regarding personal and home safety. There are currently a variety of films available on both topics. Police officers can be invited to give presentations on related topics, as can be fire department personnel. These informational programs may be organized for the community as a whole, or for the special audience of older adults. In either case, recruitment for older adults' participation is necessary.

In addition to informational programs, efforts can be made to organize and work with block club organizations, police personnel, school personnel and others, to develop strategies and services that will both lessen the fear of crime in older adults and actually improve situations that might justify this fear. Innovative ideas are needed in this area. Participation of such public servants as police officers, firemen and others, through informal visits or calls may not only reduce the fear of crime but also provide a contact with the outside world for lonely homebound older adults. The community council may accept the responsibility of identifying those older persons in the community who would desire such a service and also keep this list current.

Leisure (uncommitted) time

A common area of concern for the older adult is the satisfactory use of the often increased amount of uncommitted time after retirement from gainful employment. This has created a need for more than just time filling activities, such as watching television. There is a need to fill this time with activities that are useful, productive and meet the personal needs of the individual. There are many ways this can be done. The following are but a few suggestions.

Older adults can be included in the regular K-12 classrooms as teacher aids providing interesting and educational information in the areas of history, business and home economics, to name just a few. They may bring slide presentations from their vacations to the classroom and discuss the various aspects of geography. Serving as chaperones for class trips can be both enjoyable to the

older person and at the same time provide a service to the school, as well as provide a positive model of older adults for the younger generation.

Older adults can also be encouraged to take an active role in various community activities, including community education council membership, planning committee activities and others. Enrollment in school and/or community agency sponsored programs and class activities should also be encouraged.

Transportation

Many older adults are unable to avail themselves of community services due to the lack of transportation or fear of leaving their homes alone. Here again, innovation is needed. There are some monies currently available for financing transportation for older adults, but these are limited. There is a need to explore other methods of transportation for older adults, for example, developing "Senior Transportation Clubs," where high school seniors who attend school activities after school on a regular basis take one or two older adults to and from the school with them. Programs would have to be scheduled so that programs of interest to the high school student and older adult run concurrently, and at the same or nearby facility.

Various community organizations, such as the Optimist Club, might sponsor a one year project of transportation for older adults, while the community education coordinator works with the various other community organizations to see that each year another organization accepts the transportation responsibility, until a more permanent solution is found to meet this need. Exploration of joint agency funding alternatives to providing vehicles, drivers, insurance and other related expenses may lead to a solution of this problem.

Conclusion

It is apparent that the percentage and number of older adults is increasing. There are numerous problems facing America's older adults. Suggestions have been made as to some ways community resources can be brought to bear on these problems. Where there is a high degree of imagination and commitment, other solutions are simply awaiting development according to the uniqueness of the individual community.

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Educational programs for rural communities: a statewide effort in Kansas

by Joseph K. Rippetoe and Cecil James Killacky

Joe Rippetoe joined the staff of University for Man (UFM) in 1973 after completing a master's degree in sociology at Kansas State University. His major responsibilities with UFM include program research and evaluation and the development of new grants and contracts. Besides working in community education, he has taught a number of college-level sociology courses and is active in the Midwest Sociological Society. He has published a number of articles, and the following piece is his second contribution to this journal.

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A voluntary association may be defined as "a group of persons relatively freely organized to pursue mutual and personal interests or to achieve common goals, usually non-profit in nature."[1] Social commentators from de Tocqueville to present-day social scientists have noted the proliferation of such associations in American society. De Tocqueville suggested that "Americans of all ages, all conditions and all dispositions, constantly form associations."[2]

But despite the widespread existence of these organizations, the widely-held belief that America is a nation of joiners is open to question. It has been argued that participation in voluntary associations depends upon a number of variables.[3] For purposes of this article, the most important of these variables is the degree of urbanization.[4] A fairly new concept in voluntary organization is Community Education. What follows is a brief look at one application of this concept in a distinctly rural area. The setting is Kansas and the organizer is the University for Man at Kansas State University (KSU).

University for Man and Rural Education

University for Man (UFM) is a free university-community education organization serving Manhattan, Kansas. The agency creates and develops all types of educational opportunities which are free of grades, credits, costs and prerequisites. During 1976, there were over 800 UFM courses and projects in the KSU-Manhattan area. These courses involved over 12,000 people. All courses are led by unpaid volunteers and are conducted in "free" spaces. UFM is affiliated with the Division of Continuing Education and Student Governing Association at KSU. It is further supported by the Manhattan chapter of the United Way and various grants for special projects. A more detailed explanation of the UFM program is available elsewhere.[5]

University for Man has been involved in the revitalization of community life for nine years. In the spring of 1973, the organization first began to work outside of Manhattan. A series of "town-hall" forums were conducted in three nearby communities.[6] In essence, each community conducted a public self-analysis. The results: all three communities expressed an interest in some form of local educational program.

Many factors presented organizational problems. Both low population density and expansive physical distances contribute to an increased financial cost for social interactions. Traditionalism among the population also appears to deny the importance of many kinds of associations often found in urban industrial society.

Kansas, in the very mid-section of rural America, provides some examples of several conditions of rural life that are undergoing enormous change. The age structure of the Kansas population is undergoing a substantial shift. Flora reports that "Kansas as a whole has a general out-migration of young people in the productive age groups."[7]

Many small Kansas communities are declining as they become less and less able to provide full employment and full services for their members. Focusing primarily on the former, they envision industrial recruitment as the solution for retaining their youth. Unfortunately, the population problem of many Kansas communities extends far beyond the retention of young people.

Flora also points out that the "proportion of aged in Kansas is increasing," another trend contributing to the increasingly critical shortage of rural Kansans in the productive age groups.

Finally, a rapidly-expanding agri-industry is contributing to the disappearance of family farms and thus, to some extent, to additional outmigration. These conditions, taken together, delineated the context in which we would work. With a number of communities having requested assistance in starting an educational program, the project began in the summer of 1975.

The Fund for the Improvement of Postsecondary Education (FIPSE), Department of Health, Education and Welfare, provided funds to create free university-community education projects in 12 locations over a two year period. ACTION supplied Volunteers in Service to America (VISTA) to serve as local coordinators in each community. During the months of August and September local advisory boards were established and community needs assessments were conducted to determine the direction of the individual programs. The first brochures of courses were distributed in mid-October.

The Advisory Boards

A common problem with federally-supported projects, one to which rural people are especially sensitive, is that they often involve the arrival of outside "experts" whose task is then to explain how to do things. Although in many cases this is exactly what needs to be done, it is important to develop procedures that result in gaining community support rather than hostility or antagonism.

The use of an advisory board is one such procedure. To be effective, in terms of the objectives of this project, it was crucial that each board be as representative as possible of all segments of the community. Through informal conversations, beginning with personal contacts from the earlier forums, and expanding from there, a wide range of people were met during the first few weeks and then assembled into what might be called model boards.

In one community, for instance, the board consisted of the newspaper editor, superintendent of schools, two attorneys (one new, one well-established), a farmer, a retired person, three homemakers, a teacher, a minister, a doctor and two social workers. The most obvious omission is an unemployed or underemployed poor person. Our experience has suggested, however, that while representation might be very desirable, people in such a situation—with rare exceptions—function very poorly in a public decision making capacity. Also, in this particular instance at least, the interests of the poor were represented by the minister and the social workers. Similar board compositions were developed in the other communities, and the role of the board was defined to include advising, resource development, publicity and overall support of the project.

The Needs Assessment and the Response

The project operated with a rather unconventional needs assessment. It was established early that these programs would be 100 per cent locally-oriented. Instead of the professional staff at the University for Man designing programs for the communities, they worked hand in hand with community members to design programs based on each community's unique needs and resources. Each program has its own name, something other than UFM. The local needs assessment was unique in that, among other things, it was quick.

In developing courses for the first fall term, as much community input as possible was sought. To find out what people wanted to learn or teach, a very simple flyer was designed and mailed to all clubs and organizations, teachers and a list of some 400 people in each area. The form was also published in each local newspaper. Each community's responses provided the basis for its first series of courses. The mid-October target dates were met with brochures featuring 15-20 courses per community, almost all of which were led by local people representing many different walks of life. These courses were a microcosm of what is offered through UFM in Manhattan, as they covered a broad range of pursuits from scholastics to crafts and sports to foods. The brochures were distributed widely and each community then held registration. The average enrollment in each of the six small rural communities was 300 participants.

The VISTA's joined the project late in the fall, underwent initial training and spent some time adjusting to their new surroundings. They then commenced work on the development of spring courses and programs. By the end of January 1976, course brochures listing from 25 to 50 events per community had been published and distributed. The response to the spring program increased significantly in every community. During the spring, the VISTA's became actively involved in a wide variety of other local service projects. Another series of brochures was produced in the summer and the fall. In August 1976, work began in a second set of six communities. This second year is proceeding very smoothly, partly because of some additional resources involved in the project. The Kansas Center for Community Education Development at Kansas State University has been actively participating the entire year, sharing its resources, assisting with VISTA training, and strategizing for future developments of this kind. A documentary film about the project has been released also.

A wealth of survey data was collected the first year. Though many more women participated than men, all ages and levels of formal education were represented. Most participants indicated an interest in furthering their educations, but few noted a concern with college credits. More people indicated that they would participate in this particular program rather than other postsecondary educational options. This tends to support the view that this educational model is well suited to rural educational needs.

Conclusion

The major problems addressed in this project were: (1) to set up viable programs of free university-community education following the UFM model and (2) to establish frameworks at the local level for their continuation. Both of these challenges have been successfully addressed.

Many people had argued that such developments would never occur in rural Kansas, thus the major problem that remains is to document this success and to assist other communities in developing similar programs.

As noted earlier, America is a nation with a large number of voluntary associations. The proliferation of such groups has generated a greater demand for coordinating activities so that a determination of what the needs are can be made. Coordination can also guard against fruitless duplication of activities. Unfortunately, this need for coordination often goes unfulfilled. Moreover, an enormous number of contemporary voluntary associations fail to transcend social divisions according to age, sex and socio-economic status. These two conditions taken together have brought into focus the need for new innovations in education, particularly in rural areas.

A free university-community education "association" can accomplish objectives which traditional voluntary associations are unable to do. For example, in rural America today there is considerable concern about the plight of the small farmer. In one of the target counties, there are a large number of farm organizations and each has offered some issues forums dealing with this matter. As might be expected, the response has generally been limited to supporters of the particular group sponsoring the program. Late in 1975, however, a day-long seminar on the plight of the small farmer was offered through the community education project and every farm organization in the county was invited to be a co-sponsor. Two hundred and thirty farmers registered and spent the day in earnest discussion. Since then, several spin-off groups have developed and a major series of educational seminars were conducted in conjunction with local, regional and national resource people. Had any one of the existing farm organizations attempted such a project on their own, the results, by their own admission, would not have been nearly as effective.

There are at least two differences between the UFM educational model and more traditional groups. The first difference is flexibility. In the UFM model as applied to rural areas, associations are formed on the basis of present day needs and interests. Participants are not shackled by an organizational structure which is unable to adapt to contemporary needs, interests, problems and issues. The model is also flexible in terms of the time span and frequency of association meetings. Classes and other events can last a length of time ranging from one meeting to one meeting every week for six months. Meetings can be continued as long as they are needed by the participants. They can meet for an hour per meeting or be organized as day-long workshops. Secondly, they transcend the traditional social divisions noted earlier concerning participation in voluntary associations, e.g. age, race, sex, socio-economic status and the farm/town schism. These are advantages over voluntary groups which devote more attention to structure than content, meet within certain preconceived time frames whether or not they are appropriate to the business at hand, and focus their program only on certain segments of the community. Free university-community education in dealing with these problems provides a superb forum through which the individual can develop means for significant learning, a sense of community social action, and the potential for social change with a minimum of bureaucracy and other encumbering annoyances which often beset voluntary associations.

These rural educational programs in Kansas promote a particular educational model. There are, of course, other models which, under particular conditions, will also meet with success. However, the educational programs of UFM emphasize several concepts which other educators have not focused on. In the UFM approach, education is viewed as being intimately related to other processes of community development. Second, this particular model does not require any bricks and mortar investments. It makes use of existing facilities and focuses on program development rather than facility development. And finally, it is cost-effective. UFM mobilizes volunteers in order to provide quality education at a minimal cost. That there is no cost to participants has been one of the most exciting topics of discussion in the rural communities.

The project has raised other questions as well; it has stimulated controversy and critical analysis. In that spirit, UFM offers this two-year project as an effective model for rural educational development. Hopefully some ideas have been shared which will not only further UFM's educational efforts, but also assist in strengthening other educational programs. If this can happen, more and more communities will move into the 1980's with an educational program they can call their own.

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Interfacing citizen participation with planning and decision-making processes

by Brian P. Miller and Roger Farrar

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Introduction

The evolution of traditional and contemporary planning and decision-making models has given educational leaders several variations on a theme. Among the better known planning models are PPBS (Planning, Programming, Budgeting Systems), CIPP (Context, Input, Process and Program) and OD (Organizational Development Theory). Although these models vary considerably in appearance, the scientific method of problem solving is inherent within each: (1) diagnosing the problem; (2) formulating goals and objectives; (3) identifying constraints and needed resources; (4) evaluating alternatives; (5) selecting solutions; (6) implementing the selected solution; and (7) feedback evaluation. Major differences between traditional and contemporary decision-making models include: (1) a greater opportunity within contemporary models for input from those persons affected by the decision; (2) a continuing concern for inputs and processes but a greater concern for the "outcomes" within contemporary planning models, and (3) an increased commitment within contemporary models for feedback evaluation. A major delimitation of both traditional and contemporary models of decision-making is the absence of consideration to the involvement of lay citizens. This is not to suggest that lay citizens have not been involved in decision-making in schools within recent years. In fact, there has been a noticeable movement within education to broadening the base of decision-making. The concern presented here is that traditional and contemporary models have not addressed themselves specifically to interfacing citizen participation with either traditional or contemporary decision-making processes recognizing the value of inherent process outcomes as well as the more traditional product outcomes.

Citizen Participation in Decision-Making Processes

For one reason or another, many boards of education and educational administrators have come to feel "obligated" to involving students, teachers and more recently, lay citizens, in the decision-making process. The authors attribute this movement toward lay involvement to several major occurrences:

(1) the acceptance of a democratic model of administration;

(2) a need for passage of tax overrides for operation of schools and/or school bond issues for capital construction purposes; and

(3) the development of formal community education programs throughout the country.

Although teachers and administrators have been slow to accept genuinely cooperative procedures, the use of these procedures has been widely extended in recent years. This effort to develop cooperative procedures among school boards, administrators and teachers has moved within very recent years to including lay citizens and there is every reason to believe that this thrust will continue. Many state and federally-funded programs mandate the development of citizen advisory committees to guarantee that "input" into the decision-making process. Such input is considered essential to the development of a "democratic" model of administration and decision-making.

In 1960, 60 per cent of the educational tax issues presented to the public passed but by 1970, only 10 per cent were approved.[1] The intent here is not to identify the reasons for this decline in public support in recent years. The intent is to recognize the fact that this decline has occurred and some boards of education and school administrators have begun to search desperately for ways to reverse this trend. Unfortunately, the effort to involve lay people in the decision-making process has many times been predicated not on the belief that the lay public does indeed have something significant to contribute but on the belief that "if they are involved, maybe they will support our position." This latter position appears to present a situation of "let's involve the public but not really involve them." Regardless of the motive, lay citizens in many communities are now being involved in decision-making processes relative to tax overrides and bond issue decisions.

In 1974, the American Association of School Administrators Commission on Community Education Facilities identified eight components that new forms of community education should include if they are to better serve a rapidly changing world.[2] One of the eight components is "community participation in planning and decision-making." As the community education movement has developed in many communities throughout this country, it has carried with it this perceived need to involve the community in the decision-making processes. In spite of this movement toward community participation, it is a conviction of the writers that many boards of education and school administrators still do not understand and accept the major values inherent in that "citizen" involvement. Such involvement must be predicated on the inherent value of the involvement to the system, *not* because it seems to be a popular thing to do, *not* because we need citizen involvement to gain their acceptance of our proposals or *not* because the movement toward community education programs demands it. There does exist today a need to develop a model for interfacing citizen participation in planning and decision-making processes. Such a model must not only reflect the outcomes of more traditional models of planning and decision-making—(1) determination of need; (2) a quality product; and (3) community acceptance of that product—but must include at least two highly important process outcomes not generally identified with existing models—(1) citizen ownership of the decisions and products and (2) shared responsibility of accountability for those decisions and products between lay citizens and those specifically charged with the responsibility of legislating and managing the education enterprise.

The Model

Figure 1 presents a model for interfacing citizen participation with the traditional, scientific planning processes discussed earlier. It is a major thesis that the product outcomes of the traditional planning processes will continue to result from the interfacing of citizen participation with traditional planning processes. Not only will the product outcomes continue to result from such interfacing but at an improved level. In other words, not only will there be a determination of need but that determination will be a more accurate determination given access to more definitive and comprehensive information relative to community needs. Participation of many

qualified and knowledgeable lay persons should help to provide a better and more appropriate product. Citizen participation should help to increase the level of community acceptance of decisions in as much as the decision is, in part, a community decision and not a school board decision or administrative team decision. Many of the challenges often met without community participation may never be resolved. The major process outcomes discussed earlier can only result if citizen participation is encouraged. Teachers, staff and community members are many times reluctant to accept a particular model unless they have had some involvement in the invention of that model. Community ownership is a very direct, desirable outcome. Some sharing of responsibility between professional educators, boards of education and the general public will provide a relatively new, but very positive, force in the education of young people and the development of a community *esprit de corps.*
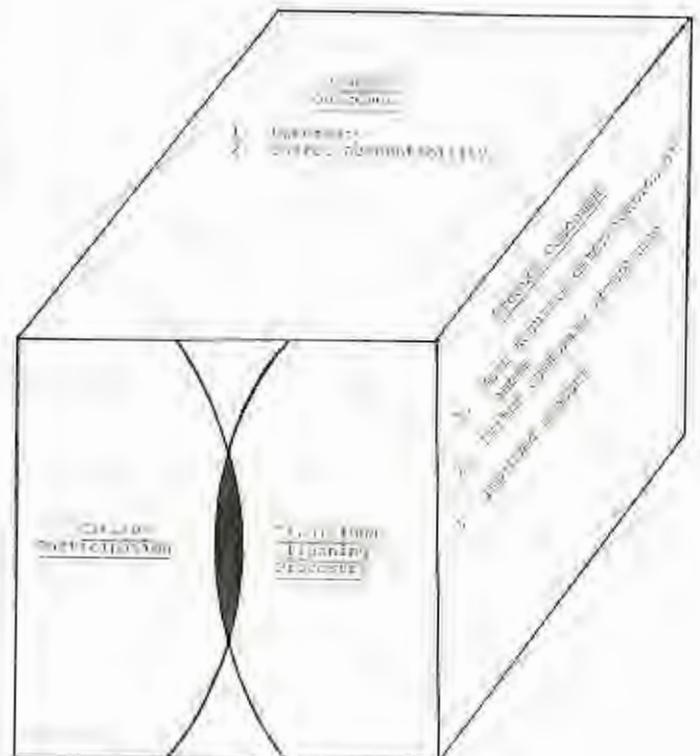

Figure 1. A Model for Interfacing Citizen Participation with Decision-Making

Process Facilitation and Citizen Involvement

There are numerous methods for structuring citizen involvement in the decision-making processes. J.B. Rosener has identified 39 such forms of citizen involvement.[3] Prior to initiating a particular planning activity involving citizens, it is most important to ascertain what inputs and outcomes are sought from the citizen group. Once the desired contribution to be gained from the citizen group is identified, the type of activity needed will be more readily apparent.

Subsequent to the determination of the type of collective activity in which citizens will be asked to participate are several important considerations. If citizen participation is to have a significant impact on the desired decision-making process, the following four criteria should be present in planning for citizen involvement.

(1) *Be cognizant of the need to provide strong organization to the initial stages of citizen involvement.* Lack of such organization, as evidenced by the absence of a prepared agenda, the absence of a formal process for inviting citizens to the initial meeting, absence of a clear understanding of the tasks citizens are being asked to perform along with several other organizational considerations can cause early experiences to be less than meaningful to citizen participants. The credibility of the entire project can be diminished, if not destroyed, by a failure to pay close attention to initial details.

(2) *Work to develop a clear understanding of the role to be played by the citizen's group.* It is imperative that the administration, on behalf of the board of education, identifies specifically the how, why, who, where and when of citizen involvement in the planning process. If, for example, citizens do not understand that their role is strictly an advisory role, hard feelings might result when the recommendations of the advisory group are not implemented in their entirety. In the early stages of planning, school administrators and citizen groups need to agree upon the exact role of the citizen group and its relationship with the school board, the administrative team and the community at large.

(3) *Determine if the problem you are asking citizens to help solve is worth their time and talent.* Nothing will short-circuit a citizens' planning group faster than the absence of a viable and meaningful problem. If busy and productive citizens are involved in a task of little consequence, they will quickly lose interest and it will be difficult to enlist their support at a later time.

(4) *Be sincere in your interest to have citizens involved.* A lack of such sincerity is probably the most damaging practice in which a school administrator can engage relative to citizen involvement in decision-making. Never involve a group of energetic and dedicated citizens in planning unless you fully intend to give serious considerations to the recommendations they generate. Expectations for a dynamic committee of volunteers to rubber stamp and/or give token advice will usually result in hard feelings between the volunteers and the school administrators who invite them to participate.

Techniques For Citizen Participation In Planning

Of the many alternatives available to administrators, brainstorming, charettes and the Phi Delta Kappa Delphi Technique are three forms of citizen participation worthy of notice. It is a relatively simple matter to invite a group of citizens on a one-time basis to generate, through brainstorming, ideas related to a certain problem. If more in-depth planning is desired, the charette offers many advantages. In charettes, participants are compensated for their time and generally stay with a task until it is finished. Participation may range from two to three days up to a month. The charette offers many advantages such as closure on a task by a specified date and the undivided attention of the planning participants. The Delphi Technique is also a noteworthy approach to planning in the initial stages. This technique can be applied to the process of priortizing within the needs assessment process and in one to three sessions, provides school administrators with a fair understanding of citizen opinion on different issues.

A citizen advisory group which is highly structured and organized can provide input on a variety of issues and questions as they arise in a school situation.

Summary

School administrators are experiencing increasing pressure to involve the community in all aspects of school administration. Traditional planning methods do not provide well for the interface of citizen participation and the planning process. The need exists therefore to develop methods and delivery systems for the constructive involvement of citizens in planning and development.

Presently the outcomes of planning are generally of a "product" nature. Systematic citizen participation in planning can lend an additional outcome, that of process.

Inherent in this process is an increase in feelings of ownership for the final specifications of the plan and shared accountability for the quality of the product.

Footnotes

1. Hostrop, Richard W., *Managing Education For Results*, (ETC Publications: Homewood, Illinois), 1975, p. 13.
2. AASA, *New Forms Of Community Education*, (AASA: Arlington, Virginia), 1974, p. 15.
3. Rosener, Judy B., "Strategies For Community Participation," *Public Management*, December 1975, pp. 16-19.

The community school director— a changing role

by Pat Edwards and Stuart Parsell

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The Community School Director in the local school or town has one of the key roles in the delivery and implementation of the community education concept. In the recent transition from the traditional in-school, school house oriented programming to community-based, citizen-involved education, the role of the Community School Director has greatly expanded. The background of the evolution of the role of the Community School Director is necessary in order to understand this evolution.

Evolution of the Role of the Community School Director

The rapid growth of community education has been one of the most dynamic educational trends of the past decade. The implementation of the community education concept, as recognized today, began in Flint, Michigan, in 1935. Frank J. Manley, former Director of Physical Education and Recreation in Flint, realized the potential of "lighting the school house" after 3 o'clock and secured funds from Charles Stewart Mott to operate an "after-school recreation program for boys" in the Flint public school buildngs. Most of the initial funds were utilized to employ part-time employees whose responsibilities included building security, program operation and the procuring and maintaining of equipment. Most of the part-time employees were lay people, not trained in the field of recreation. They were employed full-time in other lines of work. In the Flint system, the use of part-time people as "building directors," was initiated in 1935 and continued into the mid-1950's.

The program mushroomed, and the schools became the center of community education in Flint. It soon became evident that personnel specialized in the techniques of community education were essential. In 1951, the full-time position of Community School Services Director (later renamed Community School Director) was established. By 1958, every public school in Flint had a Community School Director whose main community education responsibility was to "program" afterschool and evening recreational activities for children and adults. Historically, the initial role of the Community School Director was that of a "programmer."

Traditionally, Community School Directors were selected from the ranks of teachers; therefore scheduling, promoting, staffing, and supervising recreational activities were tasks commensurate with their levels of experience and education.

As the Flint community school model began to be emulated elsewhere, many of the Flint "experienced-trained programmers" were hired to implement the community education concept in various school districts; thus the "program" community school model was developed sporadically across the United States.

Less than three decades have passed since the full-time Community School Director position was developed in Flint, Michigan. Today, over 3,000 Community School Directors are employed throughout the United States. Many of the traditional patterns of the evolution of the role of the Community School Director exist today, that is, directors are selected from the ranks of teachers; they are responsible for building security, program operation and procuring and maintaining equipment; and they are programmers for after-school and evening recreational and educational activities for children and adults.

From Program-Centered to Process-Centered

While the role of the Community School Director has changed very little in the past three decades, the community education philosophy has gone through a great transition. The "after-school recreation program for boys" of the late 1930's has evolved into the "lifetime educational process for the community," as illustrated below:

40 Years

Components	Late 1930's	Late 1970's
1st	after-school	lifetime
2nd	recreational	educational
3rd	program	process
4th	for boys	for the community

The first, second and fourth components of the above illustration have been effectively implemented in practice by Community School Directors. In general, a variety of educational, social, health and recreational programs and services are offered to the entire community throughout the day and/or year.

The third component in the above illustration—the "program-process" component is the most difficult to define; to understand; to observe; and consequently, to implement.

Community education is essentially an educational and community development process—a process based on the assumption that people within communities must be allowed avenues for involvement in identifying concerns, mobilizing community resources, making decisions and implementing actions which bring about educational and community development.

> The genius of community education is found in the process—a process of doing and becoming. Community Education is not a bag of tricks, a gimmick or a package that can be superimposed upon a community. It is a process through which individuals and communities discover themselves and each other. The process provides for discovery and rediscovery. Rediscovery of the joy of learning and the excitement of commitment, the interdependence of individuals and the need for community action. ... The result is a continuous process of self discovery, a sense of individual and community achievement that fosters a positive self concept and pride in 'our school' and 'our community.'[1]

"Process," as described is central to the philosophical definition of community education. However, one should note that there is a vast difference between the philosophical claims of current community educators and the actual programs in operation.

The gap between the "process" component and current practice must be closed if the community education concept is to survive, and one of the most important persons in implementing such a move is the Community School Director. Today's Community School Director tends to be program-centered and school-based. Tomorrow's Community School Director needs to be *process-centered* and *community-based*. The two dimensions, program-centered and process-centered are not at opposite ends of the same continuum; they are dimensions which are more appropriately described as being mutually exclusive. The effective Community School Director is dependent upon the presence of both dimensions (program-centered and process-centered) and needs to identify the mix of the two dimensions which is most appropriate for the school-community in which he/she functions.

At this time, one of the largest deterrants to the Community School Director assuming the "process" role is his perceived lack of knowledge, experience or skill in the role. Past experience or training has not provided theory or practice in the areas of citizen involvement, power base, group facilitation, group problem-solving techniques, conflict management, personal risk, the role of the change agent and other "process" components necessary for effective leadership by the Community School Director.

A discussion of some basic tenets commensurate with the "process" component role, will allow Community School Directors an opportunity to assess their self-understanding and self-development in the process role and more importantly, the Community School Director will be able to assess the "administrative climate" which must be present in order for the Community School Director to "function" in the process role. This discussion will focus on three tenets: the relationship of the "helping people help themselves" philosophy to the Community School Director's feelings of personal adequacy; the attitude change necessary of school administrators; and the Community School Director as a facilitator in group decision-making.

Philosophy: Helping People Help Themselves

The ultimate goal of education is to help people achieve more effective relationships with others and the environment in which they live. People are needed who can make decisions which enhance themselves as well as contribute to the welfare of others. Basic to this ultimate goal of life is the concept of "helping people help themselves." The Community School Director is first, and foremost, a professional in the "helping" professions. He must believe in the diginity of man.

> The basic idea of democracy is a belief in the dignity and integrity of man—not just a few men, but all men everywhere and of every kind and description. We believe that when men are free and informed, they can find their own best ways. Our forefathers dared to adopt this dream as a basic tenet of our way of life, and little by little, over the years, we have come closer and closer to making it a reality. The fulfillment of the democratic ideal, however, will depend upon how successful we are in producing people who can act with intelligence, independence, and responsibility. We must have people who are well-informed, who can make up their own minds, and who can be counted upon to behave in ways that contribute to the welfare of others as well as themselves. To aid in the achievement of these ends we have invented the "helping" professions.[2]

Professional helpers must be thinking, problem-solving people; and the primary tool with which they work is themselves. Perhaps most basic to the effectiveness of a community educator is his feeling of personal adequacy. He must have a positive self-image. In order to do this, the Community School Director must have worked through is own personal problems and goals and brought

them in line with the goals of community education. Minzey and LeTarte in *Community Education: From Program to Process*, state:

> There are certain things which the person working with the community must ascertain about himself, and then attempt to develop between himself and the community. One of the first things is to analyze his own goals and motives. It is very easy for the director to establish himself as a leader and to try to achieve both political and personal power. He must be sure that his goal is the self actualization of the community and not one of self-aggrandizement. He is also not a person who obtains his own desires by use of the power he has through community backing. Instead, his role is one of showing the community how, by working together through a certain process, they can attack and solve many of their own problems. If the director is successful, the group will develop no dependency on him and will often not recognize his total contribution nor his later absence from the group.[3]

Community School Directors, depending on their self-adequacy beliefs, operate at three levels: helping self, helping others and helping others help themselves.

Level one, *helping self*, refers to a Community School Director who has feelings of personal inadequacy. "Inadequate" feelings are visable in "I-centered" behavior, such as ego-tripping, building empires, protecting "turf." He is more intent on helping himself than clients or the community. Frequent vocabulary words of the Community School Director are "*my* program," "*my* school," "*I* started," etc. At this level, the Community School Director is not effective in "helping people help themselves" and is not involved in the process role of community education.

Level two, *helping others*, refers to a Community School Director who has feelings of personal adequacy to the extent that he can productively give service to others; i.e., supplying information and answering questions which satisfy immediate needs of clients or the community. The Community School Director is satisfied (feels successful) when he is able to provide a requested service. Frequent vocabulary words of the level two Community School Director are "the program," "the school," etc. At this level the Community School Director is helpful, perhaps, but not effective in "helping people help themselves," nor is he involved in the process role of Community Education.

Level three, *helping others help themselves*, refers to a Community School Director who has strong feelings of personal adequacy at least to the extent that he can effect constructive change in the behavior of others. The Community School Director is satisfied (feels successful) when he provides opportunities for others to experience self-growth: to develop skills for decision-making; to effect changes which enhance the client as well as contribute to the welfare of others and the community. Effective helping is not accomplished when the Community School Director knows the answers and provides the answer to the clients. As a matter of fact, the Community School Director may know the answer and, on occasion, not provide it to the client; rather he will provide the client with the skills or methods necessary to discover the answer for himself. Effective helping is accomplished only when a change for the better occurs in the life of a client or the community seeking help. Frequent vocabulary words of the level three Community School Director are "our program," "our school," "my error," "the community council's efforts," etc. At this level, the Community School Director is effective in "helping people help themselves" and is involved in the process role of community education.

Being an effective Community School Director in the process role involves "personal risk"—risk which can be effectively initiated primarily by Community School Directors with realistic, healthy self-concepts and a sound, power base.

> People who see themselves in positive ways live in a less threatened world, and more of their experience is likely to seem challenging to them. They can risk involvement. They dare to try. They may even find joy in the confrontation of problems.[4]

Current Attitude Change of School Administrators

Current demands for more community participation in education are being received by many school administrators with reluctance and fear. Concerns over loss of power, crisis operation, evaluation, unilateral decision making, as well as a lack of knowledge and experience in citizen involvement in education, add to the reluctance expressed by administrators. Traditionally, school administrators have been able to make school decisions with little or no input from the community; however, those days are over and there is no sense in administrators currently continuing to block avenues of citizen involvement. Traditional administrator types are frightened of community "control"—perhaps a legitimate concern; however, if proper avenues for citizen involvement are

Self Assessment:

Where do I, as a Community School Director, place myself on the continuum of personal belief in my own adequacy as a professional in "helping people help themselves":

0	1	2	3	4	5	6	7	8	9	10
None			Need more feelings of personal adequacy		I think "I'm OK!"		I know "I'm OK!"			Self-actualized

As a Community School Director, how much personal risk am I willing to take:

0	1	2	3	4	5	6	7	8	9	10
None	Some-so long as I know the outcome is going to be successful		Some-so long as someone else takes the blame if the outcome isn't successful			More-after I've helped establish an atmosphere for change			Alot-to the extent that others involved can share the recognition for success, I'll take the responsibility for my actions	

allowed in the educational process, "control," in its negative sense, will not develop. Only when people have had no opportunity for involvement will they become so incensed, as to demand complete "control."

School administrators, particularly principals, are becoming increasingly aware of the new demand on their time. Kerensky and Melby in *Education II, Revisited* describe the principal's role in the process of community education:

> With total community education the principal's concern is not only for the children but for all of the people within the area. Principals must relate not only to the teachers and the children but to all of the people and to all of the agencies within their communities. Their educational resources have become not only those in the school house but include those found throughout the community. The primary leadership task, therefore, is not to tell people what they need in education, but rather to ask what they want and feel they need! Administratively the task then becomes the mobilization of the community's educational resources. To date, we have achieved only a glimpse of the scope and power that true community education can bring to the principalship.[3]

Kerensky and Melby comment further on the inherent difficulty in assuming the desired role change:

> It is not easy for superintendents and principals who have grown up in the old vertical organization to adapt themselves to the type of leadership community education demands. Distribution of decision making often threatens such leaders. They have to learn how to share, share power and share credit for accomplishment. They have to acquire the humility to listen, to function as a member of a group, to admit they are at times wrong, to grant the superiority of others, to be ready to discard their own proposals for those of others if these are found more desirable.[4]

The principal must become the leader of the community school and accept the responsibility demanded by this expanded role. The Community School Director becomes a member of the principal's team as a catalytic agent in the community education process. Both the principal and Community School Director are dependent upon each other's attitude, directions and responsibility for the community education process. Dr. Peter Clancy, Community Education Superintendent of the Flint (Michigan) Community Schools stated, "The principal is the key. Match an effective Community School Director with an ineffective principal and the community education process is diminished radically. If a relatively ineffective Community

School Director is placed with an effective principal, chances are—growth will take place, and the community education concept will develop for the good of the community."

Simply initiating a community school by board action or employing a Community School Director does not indicate the development of the community education concept. The real difference may be the administrator's feelings of personal adequacy, his willingness to take risks and his attitude toward a team approach to facilitation of citizen involvement avenues.

The Community School Director as a Facilitator in Group Problem Solving

The "leadership role" of the Community School Director in the process of community education, is one of "facilitator"—one who assumes leadership only long enough to identify or develop leadership in others. His job demands that others be helped to take on leadership responsibility, after that is accomplished the Community School Director assumes a "followship" role.

The Community School Director, as a facilitator in group problem solving (such as Community Advisory Councils, Task Forces) is responsible first for "creating a climate" in which all group members are encouraged to participate, to share and to create. Essential to the functioning of any "on-going" group is the development of group "trust"—a realization by individual group members that every member has a responsibility to share equally (time-wise) in input and listening—including the Community School Director. In the initial meetings, as well as subsequent meetings, activities need to be planned (and on the Agenda) to allow for member participation.

Another skill needed by the Community School Director in the process role is a thorough understanding and experience with the "brain-storming technique" of group problem-solving. Through *proper* use of this technique a continued climate for group participation is enhanced. The technique allows for input from the total group; allows several solutions to materialize as action alternatives to a problem; allows opportunities for leadership to develop as several group members assume the responsibilities inherent in accomplishing the various solutions; and allows the group to experience "group success" or "group failure" through the efforts of the group and its individual members.

The Community School Director, as a facilitator in group-processing, soon realizes: that his ideas may or may not be among the accepted solutions; that groups are willing to take the recognition for successes, but would like the Community School Driector to "receive credit" for

Self Assessment

Where do I, as a Community School Director, place my immediate supervisor (principal, superintendent?) on the continuum of willingness to take risk as a team in citizen involvement as it relates to the process of community education:

0	1	2	3	4	5	6	7	8	9	10
I don't know who my immediate supervisor is!!	None		He will read this article	He will discuss this article		He has been waiting for me to take the responsibility by myself	He is willing to try citizen involvement on a small scale		He is willing to "risk" a lot more than I am!	

failures; and that motivating citizens to take responsibility for action is the *critical point* in the process of "helping people help themselves." After a group has accomplished the process of identifying a problem, selecting solutions, and has developed action plans, the Community School Director has the ideal opportunity to stimulate leadership within the group. It is *critical* that, at this point, the Community School Director *does not* volunteer to accept or receive through appointment, the major responsiblity for implementing actions adopted by the group. The group will learn to take responsibility for its actions *only* when it has had the experience of assuming and carrying out responsibility. If no group leadership can be found for a specific solution, then the group must be willing to drop the solution or find another alternative. If a Community School Director has accepted major responsibility for the group's action, he will be expected to continue in this role—developing his own skills at the expense of "helping people help themselves."

The number of lay citizens involved in Community Advisory Councils is not an indication of the process of community education—**Continued Involvement** is! Once the lay citizen is involved, continued involvement will result if Community Schools Directors continue to create a climate whereby the citizens have the opportunity to take an active part in the process of "community" education.

Kerensky and Melby have stated that "The discovery of the power of lay participants in education may well be the most important educational discovery of many

decades." It is the Community School Director, as a part of the administrative team, who must assume the facilitator role in the process of community education to assure the effective involvement of the lay citizen in the education process.

Conclusion

This discussion has described three components in the "process" role of the Community School Director. The reader has had the opportunity to assess his personal adequacy, his group facilitation skills and his immediate supervisor's attitude in the "process" role. A level near or above "7" on *all* of the assessment continuums indicates a "healthy climate" which should foster citizen involvement in education. Levels below "7" indicate areas where work needs to be done. The Community School Director has the responsibility to improve his personal adequacy, his group facilitating skills and in prompting a change of attitude and role identification for his immediate supervisor.

Intentionally, we have discussed components in the process role that are directly associated with the role of the Community School Director. In order for the "process" of community education to occur, the top administration (school board, superintendent, etc.) must be committed to the process concept. The "process" role of the "Principal-Community School Director team" must be authorized and the power and support granted from top administration.

Self Assessment

Where do I, as a Community School Director, place myself in the continuum of having the ability to be a "facilitator" in problem solving groups

0	1	2	3	4	5	6	7	8	9	10
Forget it!	First, I better give a speech to the Kiwanis Club			As long as a group means two or less— I'm game!			I can't wait for next week's Community Advisory Council, now I've got the idea!		I've done it and experienced the immeasurable feeling of watching individuals & the community grow!	

Self Assessment

How committed is the top administration of our school system to the "process" component of community education:

0	1	2	3	4	5	6	7	8	9	10
Won't consider process role	Wants community school programming only		Verbalizes process role		"allows" process role		Fosters, encourages process role		Committed (mandates) process role through structural avenues to citizen involvement	

If the school or community allows the Community School Director to work in a process role, then he in turn has an excellent opportunity to initiate or implement the process role of community education. If the top administration in the system exhibits traditional, non-democratic behavior, the Community School Director is destined to be a "programmer." Many systems and administrators will never change. The Community School Director within such a system has a choice: remain a "programmer" within the system—or look elsewhere. He should seek a position where the "climate" for process is evident, in a system a "step ahead" in actualizing citizen involvement in education.

Footnotes

1. V.M. Kerensky, and E.O. Melby, *Education II. Revisited*, (Midland: Pendall Publishing Co., 1976), pg. 187.
2. Arthur W. Combs, Donald L. Avila, and William W. Purkey, *Helping Relationships*, (Boston: Allyn and Bacon, Inc., 1971), pg. 2.
3. Jack Minzey and Clyde LeTarte, *Community Education: Program to Process*, (Midland: Pendall Publishing Co., 1972), pg. 37.
4. Combs, *Helping Relationships*, pg. 147.
5. Kerensky, *Education II*, pp. 148-9.
6. Kerensky, *Education II*, pg. 159.
7. Kerensky, *Education II*, pg. 167.

An invitation to Community Educators

Review

Simple justice

Richard Kluger
Simple Justice
New York: Alfred A. Knopf, 823 Pages

In *Simple Justice*, Richard Kluger combines moral passion and intellectual integrity as he majestically describes the complex social, political and legal events which culminated in the landmark Supreme Court decision, *Brown v. Board of Education*. Although the unfolding of this desegregation case is the focal point of the book, this ironically titled epic portrays black America's struggle for equality from the days of slavery through the Nixon era.

Each chapter of this powerful book reflects Kluger's talent for tireless research, his conscientious attention to detail and his deep compassion for the oppressed. The reader is introduced to over 900 individuals who occupied various roles in the drama leading up to the demise of the "separate, but equal" doctrine in American race relations. Although Thurgood Marshall is undoubtedly Kluger's hero in the *Brown* triumph, the book contains detailed biographies of many other civil rights leaders. The author highlights the lives of a neglected circle of black intellectuals who not only were proud, ambitious and accomplished, but also had blind faith in the American dream and an unshakable belief in the ultimate victory of justice over oppression.

Even though *Simple Justice* is historical in nature and the research is well documented, it reads more like a novel than an historical account. The reader is not left with cold facts often found in text books, but rather is given vivid personal histories of the characters and the communities involved in this moving drama. Kluger consulted a wide range of sources in his seven years of relentless research to enable him to portray the informal side of his subjects and create plausible accounts of private conversations. The author exhibits keen perception in his enlightening descriptions of the behind-the-scenes maneuverings of the NAACP and the inner workings of the Supreme Court.

This remarkable piece of scholarship, however, is not without flaws. Kluger displays such a commitment to the cause of racial justice that he gets somewhat carried away with detail. His tendency toward wordy descriptions of events and lengthy biographical sketches of minor characters is somewhat distracting. Also, additional editing could have been advantageously used in several places throughout the book. Greater attention to organization of the tremendous volume of material would have helped the reader keep track of the various strands of the plot and numerous subplots as they mesh to form the five cases that collectively evoked the historical *Brown* proclamation. This highly ambitious book is also marred by the epilogue which summarizes the 20 years since the *Brown* case. The treatment of this post-*Brown* period is sketchy, hurried, and anticlimactic; it suffers from comparison with the quality of the other 26 chapters of the book.

But the weaknesses of *Simple Justice* are minor when compared to its strengths. Kluger's gripping account of one of the major turning points in American history is particularly significant since so much current national attention is focused on the issue of busing for desegregation. Kluger definitely has a message to leave with his readers: Although justice is not simple and the law is not always just, the American system of jurisprudence does provide avenues to effect reform for those who are willing to exhibit courage and perseverance. A spirit of optimism pervades the entire book, though this optimism occasionally seems to border on naivete. The civil rights leaders, who fought relentlessly to outlaw school segregation and to strike down state statutes which were making a mockery of the Federal Constitution, seemed to believe that once discriminatory laws were eliminated, equality and justice would prevail. History has painfully disproven this simplistic view and shown that men do not live by law alone. An undying faith in the ability to find total redress through the legal system is somewhat unrealistic. Once legal barriers are removed, there is no guarantee that equitable practices will automatically follow.

Simple Justice is definitely worth reading. Those interested in any aspect of law, education or the quest for equality certainly should read this book. And there are few who would not benefit or be moved by this thought-provoking rendition of a painful portion of our American heritage. In addition to its historical value, this book nurtures shame and indignation toward injustices which still prevail in a society that espouses equal opportunities for all citizens. The final act in the unfolding scenario to achieve 'simple justice' is yet to come, but Kluger leaves the reader with hope that despite setbacks since 1954 the civil rights movement will continue to move forward.

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