

CAPACITY BUILDING FOR COMMUNITY

EDUCATION: A PLANNING MODEL

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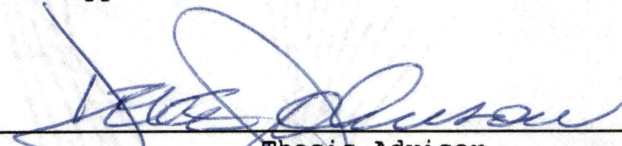
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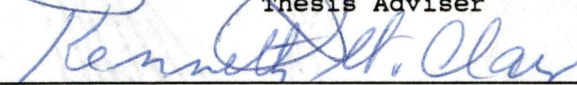
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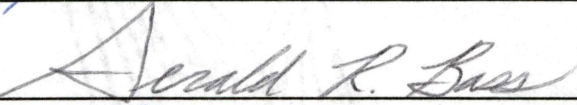
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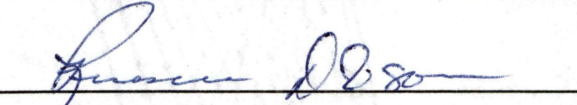
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CHAPTER I

INTRODUCTION

Planners and practitioners in community education have worked quite well in their own arenas both at the national level and at the local levels. However, many aspects of community living are affected by policies and procedures of state and federal organizations and laws which are unattended by community educators at either level. In community education, there is a propensity toward conducting activities within the locale as if communities are isolated and unaffected by outside influences (Wear and Cook, 1986).

Wilhoit (1988) indicated that community education agendas must be expanded to make a difference in the new realities which are currently emerging: the population is aging, there is a need for more highly skilled labor, families are under more stress, and there is a growing population of poorly educated, rootless, and unemployable youth. There is a need to improve communication between local community educators and other entities at state and national levels to obtain the public support because of the worth of community education and because "it works" (Wear and Cook, 1986).

Community education has no systematic theory. Therefore, it is vulnerable to political, social, educational, and economic trends (Wear and Cook, 1986). Many of the directors in the field have had limited training as practitioners. Programmatic variations cause

disparity in assessment. The history of community education concepts are confusing - whether process or program is more significant - whether a program is school-based or community based - whether social issues take precedence over school issues, etc.

Minzey (1979) talked about the concerns surrounding the concepts of community education: One major issue that continues to plague community educators is the definition of the concept. The problem seems to center around the failure of those involved with community education to conceptualize the magnitude of their idea and the extent of its potential. In general, many community school directors tend to identify with portions of the concept itself; to be satisfied with a part rather than the whole.

Community education as a process is the umbrella under which activities and programs emerge to meet specific community needs. The process of community education happens when members of a community learn to work together to identify problems and to seek out solutions to their problems. This process does not necessarily result in programs (Minzey, 1974). Establishing contact with community groups to teach the process of identifying and dealing with their own problems will provide the resources necessary for the survival of community education. Failure of community education efforts are often the result of excessive emphasis on programs with little or no attention to the process of community development (Minzey and LeTarte, 1979).

Community education which is closely aligned with a public school system may allow the school system to become an integral part of the community where schools are sensitive to the needs of their

constituency. By creating a bond between school personnel and the communities served, the school is more nearly able to do its job of educating as opposed to schooling. The necessary components for building this relationship are systematic means of involving the communities served and commitment to community response on the part of school leadership (Denton, 1975).

An historical view of community education gives us a look at precepts set forth by pioneers who influenced the developments in the early history of community education:

1632 Jon Amos Comenius, in his Great Didactic

The education I propose includes all that is proper for a man, and is one which all men who are born into this world should share . . . Our first wish is that all men should be educated fully to full humanity: not only one individual, nor a few, nor even many, but all men together and single, young and old, rich and poor, of high and lowly birth, men and women - in a word, all whose fate it is to be born human beings; so that at last the whole of the human race may be educated, men of all ages, all conditions, both sexes and all nations (Olsen, 1975).

1762 Jean Jacques Rousseau, in his Emile, In the natural order of things, all men being equal, the vocation common to all is the state of manhood; and whoever is well trained for that cannot fulfill badly any vocation which depends upon it. Whether my pupil be destined for the army, the church, or the bar, matters little to me. Before he can think of adopting the vocation of his parents, nature calls upon him to be a man. How to live is the business I wish to teach him (Olsen, 1975).

1773 Johan Heinrich Pestalozzi, in his Diary, Lead your child out into Nature, teach him on the hilltops and in the valleys. There he will listen better, and the sense of freedom will give him more strength to overcome difficulties. But in these hours of freedom let him be taught by Nature rather than by you. Let him fully realize that she is the real teacher and that you, with your art, do nothing more than walk quietly at her side. Should a bird sing or an insect hum on a leaf, at once stop your walk; bird and insect are teaching him; you may be silent (Olsen, 1975).

1859 Herbert Spencer, in his essay, "What Knowledge is of Most Worth," How to live is the essential question for us. Not how to live in the mere material sense only, but in the widest sense . . . In what way to treat the body, in what way to treat the mind; in which way to manage our affairs; in what way to bring up a family; in what way to behave as a citizen; in what way to utilize all those sources of happiness which nature supplies -- how to use all our faculties to the greatest advantage of ourselves and others --how to live completely? And this being the great thing needful for us to learn, is, in consequence, the great thing which education has to teach. To prepare us for complete living is the function which education has to discharge; and the only rational mode of judging any education course is to judge in what degree it discharges such function (Olsen, 1975).

1899 John Dewey, in his The School and Society, We are apt to look at the school from an individualistic standpoint, as something between teacher and pupil, or between teacher and parent. That which interests us most is naturally the progress made by the individual child of our acquaintance . . . What the best and wisest parent wants for his own child, that must the community want for its children. Any other ideal for our schools is narrow and unlovely; acted upon, it destroys our democracy (Olsen, 1975).

1913 Joseph K. Hart, in his philosophy, The democratic problem in education is not primarily one of training children; it is the problem of making a community in which children cannot help growing up to be democratic intelligent, disciplined to freedom, reverent of the goods of life, and eager to share in the tasks of the age. A school cannot produce this result; nothing but a community can do so; consequently, we can never be satisfied that we have met the educational problems of our day when we have good schools. We must have good communities (Olsen, 1975).

1929 Elsie Clapp, teacher. Profoundly influenced by John Dewey, she established two of the very first community schools (Kentucky and Virginia). What does a community school do? First of all, it meets as best it can, and with everyone's help, the urgent needs of the people, for it holds that everything that affects the welfare of the children and their families is of concern. Where does the school and the life outside begin? There is no distinction between them. A community school is a used place, a place used freely and informally for all the needs of living and learning. It is, in effect, the place where learning and living converge (Olsen, 1975).

1943 Ernest O. Melby, University President, Dean of Education, and the first coordinator for the Mott Foundation's clinical preparation program for Education Leadership, We must apply the process of truly creative education to the entire community. And we do this not only to affect the adults of the community along lines of creative development, but because we cannot have a fully creative life for children without a creative community life (Olsen, 1975).

1945 Edward G. Olsen, in his School and Community, From many sources one learns that all life is educative, that the democratic school must become definitely concerned with the improvement of community and social living, that the major areas and problems of life should give direction to the curriculum, that functional education requires active participation in constructive community activities, and that in this air age the community must be thought of as local, regional, national, and worldwide in scope (Olsen, 1975).

These concerned citizens demonstrate what the nature of community education volunteers is like where community education exists all over the United States. The current thrust in the concept of community education began with Charles Stewart Mott who, in 1935, was the President of Boys' Clubs of America and in need of places for the clubs to meet in Flint, Michigan. In a conversation with an educator, Frank Manley, who suggested that Mott use vacant school buildings after 4:00 o'clock in the afternoon to house the Boys' Club activities, the idea for "after hours" educational programs was discussed and later implemented. As one of the early proponents of community education, Mott made a personal commitment to the concept of community education and later set up the Charles Stewart Mott Foundation. It was through the Mott Foundation that much of the funding for community education development came.

During the past twenty years, the philosophy of community education has produced many efforts for implementation of the concept.

Some of the organizations which have been developed are listed:

National Center for Community Education (Established by the Mott Foundation in Flint, Michigan.), 1964.

National Community School Education Association in Flint, Michigan, 1966.

C. S. Mott Foundation's Inter-Institutional Clinical Preparation Program for Educational Leadership, 1966.

First state financing for community education. Flint, Michigan, 1969.

First state community education association. Flint, Michigan, 1970.

Community Education Journal founded. Midland, Michigan, 1971.

First Federal legislation to support community education, 1974.

First major International Conference on Community Education held in Mexico, 1974.

National Advisory Council for Community Education established to assist the U. S. Office of Education, 1974.

Office for Community Education established in U. S. Office of Education, 1975.

National Council of State Community Education Associations formed, 1976.

National Community School Education Association became the National Community Education Association and moved to Washington, D. C., 1978.

Community Schools and Comprehensive Community Education Act passed by U. S Congress and signed by President Carter, 1978.

Money awarded to states under Educational Consolidation and Improvement Act which included Community Education, 1981.

First National Community Education Day observed; 27 governors and hundreds of mayors issued proclamations, 1982.

First fully endowed university Chair for Community Education established at the Florida Atlantic University in Boca Raton, Florida, 1983.

First National Community Education Association Delegate Assembly, 1983.

First community education teleconference, aired in 25 states and two Canadian provinces, with an estimated viewing audience of 4,000, 1985.

First joint congressional and presidential proclamation of National Community Education Day, 1986, (Olsen, 1988).

Great strides have been made since the beginning when school houses began lighting up in the evenings for community education. The development of the philosophy and the organization has continued; however the current writers and philosophers are concerned about the future of community education.

Need for the Study

With the changes in outside influences in education, there are challenges ahead which call for new initiatives (Warden, 1985). Currently, the idea for a state plan has emerged as a process to impact change for educational advancement in the United States. Since education has historically and constitutionally been a state responsibility (Decker, 1987), and since there had been no established means of assessing the status of community education development in each state nor a way to document the factors which might be common to success in state initiatives in community education, the Mott Foundation provided a grant to the University of Virginia for the Community Education State Planning Project which was to do the following:

1. Provide an opportunity for each state to receive a State Community Education Planning Assistance Award for the development or up-dating of a five-year state plan for community education (1988-93).
2. Convene, in cooperation with the National Center for Community Education, a planning and training workshop for the State Planning Facilitator from

each state.

3. Determine the status of each state's community education development.
4. Define, in conjunction with the National Project Committee, a set of elements common to the successful state planning and development efforts to be incorporated in a planning guide for state community education development efforts (Decker, 1987, p. 10).

Because of the diversity in state community education perspectives, the announcement of this effort went to State Educational Agencies (SEA), State Community Education Associations (SCEA), and to Institutions of Higher Education (IHE). Local education agencies (LEA), and those representing national and special projects were included because of the history of their involvement in other plans previously developed (Decker, 1987). Priority number one became the appointment of a State Planning Facilitator who might also become the State Fiscal Agent. The project was to provide the opportunity for each state to receive a State Community Education Planning Assistance Award of up to \$5,000 per state to be used in the development or up-dating of the five-year plan. Training for this "planner" and "fiscal agent" became very important.

A workshop was held in September 1987 (September 27-30) at the National Center for Community Education in Flint, Michigan. All costs for attending the workshop were covered by a project grant from the Mott Foundation and the National Center for Community Education. Out of this effort, 46 states and the District of Columbia had the training, developed state plans, and accepted a five thousand dollar state planning assistance awards. The plans were to include specific elements believed to be important to successful state-level community

education development: leadership, networking, legislation and funding, training and technical assistance, and community education identity and support. The elements were to be identifiable and visible at state and local levels (Decker, 1989).

The efforts to build state level plans accentuated the need at the local level to understand and to begin to use the elements set forth by the Community Education State Planning Project. However, there has been little understanding of how that is to happen. Without a means for applying the elements to the parochial programs in existence, there is not much hope that the state level efforts will survive.

With the process set for developing the state plans, there was concern for funding the efforts from the state level. Without funding and recognition from the state level, community education suffers; however, it is within the concept of community education where partnerships and collaboration may provide the community support needed by the public school systems in the United States (Decker, 1989). Though local control has provided the implementation of state policies in public education, state legislative bodies have the power to create the structures through which education is funded and recognized. It is the responsibility of state legislators to acquire funding; yet, without a clear understanding of what is going on at the local level they are hampered in pursuit of funds.

Statement of the Problem

The problem was that community educators have not accepted a process to build on the commonalities among programs, nor have they

accepted a consistent means of assessing the differences between programs. Neither have they found a way to provide linkages among community education programs to strong entities such as organized state agencies through which funds might flow for capacity building.

"An examination of community education literature reveals few attempts at systematic theory development. Prescriptive axioms prevail in the literature; there have been few attempts to link axioms and aphorisms with an explicit philosophy of education" (Wear and Cook, 1986, p. 19). "Several years after its birth as an educational movement, community education is still supported not by facts but by the logic of the process" (Van Voorhees, 1972, p. 203). Yet, according to Weaver (1987), the theoretical base from which the community educator operates determines the kinds and quality of the activities provided in curriculum, adult education, networks and partnerships, and in citizen involvement.

It is only a matter of time until public scrutiny will demand an assessment and cost benefit accounting on all advocated alternatives for meeting comprehensive educational needs of a community. This fact, together with the likelihood that community education will increasingly be forced to compete for public monies to survive, will place new demands on community educators which they can meet only with the kind of information that is derived from a sound program of research and evaluation (Burback and Decker, 1977).

The understanding of what community education is and what it does from state to state was of concern. Supporters and opponents of community education point out that there is great disagreement regarding the defining and meaning of community education (Minzey,

1974). Yet, in nearly every state in the nation, neighborhoods and schools are working together for a better way of life. The diversity of these programs is the strength of community education. They are different from community to community (Kildee, 1987); while this makes them good, it also makes them difficult to assess. Support for such effort must be obtained; however they must be able to convey what they do and where they need support.

As community education programs are different, they are the same: they have common elements which were identified through the Community Education Endowment Planning Task Force which was chaired by Weaver in 1985 to establish the common elements. As a result of the study, 46 states and the District of Columbia have responded with updated state plans or with new plans using the elements. Most states did not have an updated state plan nor had they established a process or strategy to generate state-level support for community education development (Decker, 1989).

This study was an effort to develop a planning model whereby the elements (leadership, networking, legislation and funding, training and technical assistance, and the development of a strong visibility for identity and support) may be used by community educators for the consistent development of community education throughout local communities. Then, as a result of well developed local programs, state plans which might be more congruent with local programs, might emerge.

It is necessary to retain the autonomy and personality of the local programs so that local initiatives and changes can still occur within the educational system which serves the locale. So, part of

the problem in developing the model lies in the necessity of preserving the integrity of community action at the local level where program content is driven by community decision-making. Program components are not specified in the state plans; elements which can be construed as umbrella goals are specified. This study considered the use of the elements in accordance to the program areas considered to be important to community educators.

Research Questions

In view of the pressure on public schools to respond more and more to the social needs of the communities they serve, it seems appropriate to question the reluctance of some states to fully adapt to the community education concept. History indicates that communities rise to crises, schools respond to need through problem-focused curricula, and the practice of community education provides communities with information on critical issues (Zemlo, Clark, Lauff and Nelson, 1989) Therefore, the study led to the following questions:

1. Is there sufficient information in the current five-year state plans from which a planning model might be developed?
2. Does practice in program and process in community education provide possibilities for strengthening the concept of community education when linked with the elements established for use in the five-year state plans?

Community education programs exhibit action in working with and through the people in the local arena. This action cannot happen at the next level, the state level, without an understanding of what is going on in the local community education programs.

The state may build capacity through legislative action and access to funding by mediation for local community education programs, by providing assistance in training, by providing opportunity for networking and showcasing programs, and through other activities which may enhance support and identity. A model state plan which calls for assessment under the umbrella of the five elements may bring about standards and continuity in concept, and it may lay the groundwork for building a systematic theoretical base which is called for by Wear and Cook (1986).

Significance of the Study

Articulation and understanding of the concept of community education varies from the programmatic to the processing of ideas and information. It is necessary to rethink the concept within the context of changing demographics and the special needs of each community (Lindner, 1986).

Not all communities have the same problems, but with the use of the community education methodology in identifying need, community problems do get addressed at the local level by community representatives who are involved in the problems. Census data show that minorities are poorer, less educated, and have higher unemployment rates than whites. Family structure is changing. Communities are dealing with a higher rate of transiency. With more than half of all families having two wage-earners, projections are that by 1990, two-thirds of all families and, by 1995, three-fourths of all families will have two wage-earners. However, it is important to note that in 1955, 60 percent of the nation's households had a

mother, a father, and two or more school-aged children. Now, this is approximately 11 percent. Family structure has changed to the extent that married couples with children have become the exception (Wilhoit, 1988).

The community education concept, which is inclusive of current issues, means that current issues will be identified as needs and will be included in problem-solving process by community representatives. However, unless there is a clear picture of what is expected of community education programs and of what practitioners are about, the process of addressing current community and educational issues may be jeopardized. The following statements note further significance:

1. A planning model will assist in articulating the elements of leadership, networking, legislation and funding, training and technical assistance, and community identity and support as they relate to program and process of community education.
2. Linkages can be formed among the local, state, and national organizations.
3. Reporting information on programs will lay the groundwork for research and the development of a knowledge base for community education.
4. Consistency in reporting procedures will give local practitioners a process for evaluating which can assist in renewal.
5. Reporting from the states to the national level will give some measure of what is actually going on in the field; this information can be used to encourage beginners, to celebrate successes, to assist in evaluations, to assist in training and

technical assistance, and to note the development of trends.

6. Praxis (theory unified with action) can occur.

7. Choices which may not have been known to local entities can be made available to them as a result of state level capacity building.

Assumptions and Limitations of the Study

The basic assumption of this study was that a model for planning which articulated and encouraged the elements of leadership, networking, legislation and funding, training and technical assistance, and community education identity and support would assist local community education programs. However, it was assumed that the elements would not be used at the local level without a connection to what was already going on in the local arena: the elements must be attached to the program and process of community education.

Developing the linkages to state and national organizations may be a byproduct of the effort to involve local practitioners in the use of the elements as they relate to their programs and process. However, it cannot be assumed that because local programs become strong states become strong and that national connections will also become strong. Finding a means to develop program consistency may provide validation of state and local organizations so that they can be strengthened and encouraged. Development of reporting processes which will assist in building a knowledge base for community education may occur as a result of this study: data collected from locales may assist in state planning, and data collected from states may assist in national planning.

The limitation of the study is that there was restricted-entry to the social situations in other locales other than in USD 260. To obtain focused-observations from other community education programs, the researcher had to rely on the observations done by program coordinators in other towns in Kansas where community education programs exist. To gain the trust and confidence necessary to focusing on how things are done in other locales would have required being a part of the community and working side by side with the participants on a daily basis.

Further, a planning model which comes from outside the community would be an impersonal tool. It is possible that local, state and national practitioners would have difficulty with accepting the process. The link with the state to local programs in consistent reporting procedures is weak to non-existent at this point. The sense of community presently consists of parochial settings and does not include a broader concept of community which would include other locales adjacent to and contiguous across miles of a state or the nation (Schoeny, 1989).

Definition of Terms

The following terms have been defined based on wide and varied readings and experiences in the field of community education. Information was gathered from several different sources, considered, and included based on the meanings needed for this study.

Community: A community is a group:

- in which membership is valued as an end in itself, not merely as a means to other ends;
- that concerns itself with many and significant

- aspects of the lives of members;
- that allows competing factions;
- whose members share commitment to common purpose and to procedures for handling conflict within the group;
- whose members share responsibility for the actions of the group;
- whose members have enduring and extensive personal contact with each other (Decker, 1972, p. 10).

Community Education: This term denotes an educational system in which all the people in a geographical setting have the privileges of common ownership and participation. It stresses the identification of community needs, the utilization of all available resources, and the sharing of power in the process of educational decision making. It recognizes the importance of learning as a lifelong endeavor and encourages full access to educational, social, economic, recreational, and cultural services for all members of the community.

Domain: This term is an ethnographical term which denotes a range or realm of personal knowledge and responsibility in which there is ownership (Stein, 1966). A domain may be a range of program areas which can be analyzed. Each program area or domain may have the possibility of many components. Components may be analyzed through focused observation (Spradley, 1980).

Focused Observation: This terminology includes a study of stages, kinds, reasons, ways, parts, causes, results, actions, functions, means-ends, and sequences through which to get a better understanding of the component or problem area (Spradley, 1980).

Model: This term provides a vision, a design, a representation, or a plan which demonstrates a standard and the process for attainment of objectives. It can be used to recognize, to guide, to encourage, to imitate, and to provide parameters so that criteria might be

developed for data collection, measurement, and evaluation.

Planning: This term means brainstorming, devising, arranging, preparing, plotting, shaping, scheming, considering, designing, laying down guidelines, developing a (master) plan, thinking of, looking into, masterminding, and outlining.

Program: Program is a plan or schedule to be followed (Stein, 1966). This term identifies the effort in community education to provide courses, events, and activities of an educational nature for all age groups and using school and community facilities. Program is the most visible means of the community education concept (Horyna, 1979).

Process: This term addresses how to activate all the educative forces within the community: it encourages patron involvement at all levels; it emphasizes cooperative rather competitive efforts; and, it stimulates the maximum use of all human, technical, and physical resources. It points out the need for and value of coordination; and, it underscores the importance of programming (Horyna, 1979).

Summary

The purpose of Chapter I was to develop the need for the study. It includes the statement of the problem, the research questions, the significance of the study, and the definitions of terms. The ultimate goal was to develop a planning model for capacity building.

CHAPTER II

REVIEW OF LITERATURE

Introduction

The research literature available in the area of the concepts of community education and building a planning model appeared to be limited to models related to components of local community education programs. This chapter will provide notes on the literature available from previous research in model building and planning. The literature search concentrated on understanding the strengths in community education as they are related to social change, and motivation; a prescriptive process for the development of councils, what they do in view of program and process in the locales; future directions and how state plans were developed, how legislation is obtained for capacity building; and, useful models for conveying information.

Understanding Community Education

The concept of community education which has won wide acceptance is the one in which community schools are open the entire year, eighteen hours a day and one in which all ages gather to learn, to enjoy themselves and to be involved in community problem-solving efforts. It is one which develops vital relationships,

interdependence, fundamental linkages with homes, schools, and community groups. It is one in which tax dollars funds are used more effectively and duplication of services is limited (Shoop, 1975).

Opening schools to the tax payers is basic to the concept of community education and is basic to the model for community education (Shoop, 1975). This model showed benefits to the community, the following one shows broader benefits to the schools as well as to communities.

In, Resources for Schools, the benefits of community education are noted. Cost effectiveness of programs, maximum utilization of schools, development of a sense of community, promotion of community participation and involvement, focus on special and basic needs of the total community, coordination of educational and human services, identification of, and access to, community resources, establishment of the community as a learning environment, preparation for a changing society, support for existing educational programs and personnel are benefits (Astrein, Gianfortoni and Mandell, 1979).

This handbook includes important things to know and to do in the development of a community education program. The authors identified the most important factors that appear to provide the greatest possibility for success. They acknowledge that working with a community is not easy; however, they validate the heuristic methodology and the serendipity of community education.

They quote Seymour Sarason from his recent book Human Services and Resource Networks, when he asks, "How do we bring people together so that by exchanging, they are generating new energies, possibilities, and capabilities?" In answer to this question, the

suggestion is to confront the fact that resources are and will be limited, and that the examination of the relationships between problems and solutions is necessary, and that the free exchange of resources can be beneficial mutually. This is the foundation of community education and is a good concept for the development of any educational program (Astrein, Gianfortoni and Mandell, 1979).

Understanding Social Change

Trujillo and Rogers (1980), talk about diffusion and innovation in "Process: The Community Education Game Director's Manual." The process of social change consists of three sequential steps: invention (new ideas are created), diffusion (new ideas are communicated to members of the social system), and consequences (changes that occur within the social system as a result of the adoption or rejection of the innovation).

There are four stages in the innovation process which are comprised of knowledge, persuasion, decision, and confirmation. Volunteers working in community education are identified as to whether or not they adopt innovations and to what degree. There are some characteristics of the innovations which affect the rate of adoption: relative advantage, compatibility, complexity, trialability, observability.

Suggestions were given for accelerating diffusion: develop and select innovations that have a clear-cut relative advantage, test the effectiveness of innovations under operational conditions before adopting them on a wide scale, and establish an organization to facilitate change and self-renewal in the social structure. This

concept may be helpful in the process of determining how to implement the work of council development which is a basic ingredient to the work of community education.

Understanding Motivation

Types of strategies for planning change incorporate the empirical-rational strategy: the fundamental assumption that men are rational; that they will follow their rational self-interests once they are revealed to them; and that they will adopt proposed change if it can be rationally justified and that gain will be made if the plan for change is implemented. Another set of strategies are called normative-re-educative. These strategies build upon assumptions about human motivation different from those underlying the first. It would be assumed that old patterns would be changed: attitudes, values, skills, and significant relationships - not just changes in knowledge, information, or intellectual rationales for action and practice. The last group of strategies would include an application of power in some form: personal, political, economic, moral, legal, entrenchment, coercion, non-violent (civilly disobedient) (Bennis, Benne, Chin and Corey, 1976).

The understanding that people will adopt proposed changes if they perceive that they are involved and that they will benefit is basic to the concept of community education; that concept is also basic to this project.

Development of Councils

CEGA 1*(Community Education Goals Ascertainment, A Model for Community Involvement), is a model for selecting representatives from communities for advisory councils. It includes management procedures, the ranking of educational goals, and the determination of school district needs. It is another model designed to develop a concept basic to community education process. It is focused on the development of the council or committee selection and includes the rationale of community involvement in goals determination. It suggests the use of materials and instruction needed to develop community education goals (DeLargy, 1974).

DeLargy laid out the methodology for selecting volunteers or representatives, for ranking goals, for establishing quantitative and qualitative goals, developing Program objectives and designs, and evaluations. This model is widely accepted and used as a means for development of local community education work, especially as it is related to the public school setting.

It provides resources for a solid base for community interaction and input. It is consistent with the basic community education concept for working with and through community people to identify needs, to research alternatives, to redefine community problems, and to take the necessary action to solve community issues. Evaluation is an important part of this model. Again, this concept is applicable at the local level anywhere there is community education. It is also consistent with the theoretical and discrete process of community education.

Financial Planning

A traditional model for financing community education is measured against an alternative model for community education finance in a booklet written by Knight (1974). He is concerned that the community educator become knowledgeable in the area of financing the programs.

Module 1 is an effort which deals with a comparison of the traditional model and a proposed theoretical model for financing community education. It shows how the community education philosophy can be translated into goals and objectives for identifying the needs and resources to meet requirements. It shows how goals and objectives are matched with community needs and resources to identify further resources.

Module 2 is a process of identifying funding sources. Knight provides information from direct and indirect sources, and then, he provides a matrix from which sources might be made available.

In Module 3, Knight gives information on budgeting: steps in budgeting for community education, anticipating expenditures, where the revenues comes from, budget narratives, and on space and utilities. He provides a budget schedule which shows how to monitor quarterly totals. He gives a hypothetical budget which has been divided into five elements which could be used by large comprehensive urban community education programs (sample 1): administrative personnel, support personnel, instruction, business and industry, government, tuition and fees, operations, publicity, capital outlay, community service, evaluation.

Sample 2, which is designed for a suburban program and funded entirely by city and school district grants contains personnel, non-personnel, and revenues. Sample 3, which is a partial budget from a large rural community education program has one element: expenditures. Administration costs, recreation, leisure time, adult education, and community service costs are included. In sample 4, he gives a partial budget from a small rural leisure-time program entirely supported by tuition and donations and using a volunteer coordinator.

Knight's booklet is a model for financing and budgeting any size community education program. The matrix for finding funding sources is a tool which can be used in the search for alternative funding sources which is one of the elements called for in the new five-year plans. Laying the groundwork for the pursuit of legislation may require better local management of acquiring and accounting for funds.

Planning Principles

Burbach and Decker (1977) outline several principles for educational planning which have emerged from the literature. Planning involves deliberate designed action to attain specific goals and objectives; it involves a systems approach; it requires wide participation; it has a spirit of openness where there is collaboration and cooperation; it includes uncertainty and ambiguity; it involves functioning with new perspective; it must be humanistic rather than mechanistic. All of its affects and relationships are related to the personal or human elements in organizations.

Decker (1989) refers to the agreement upon a set of principles which emerged from the most recent effort to develop five-year state

plans. Horyna of the Utah State Office of Education chaired the subcommittee of the National Coalition of Community Education Leaders when these principles were developed. The committee agreed that community education is based on the following principles:

Self Determination: Local people are in the best position to determine their community needs and wants. Parents, as children's first and most important teachers, have a right and a responsibility to be involved in their children's education.

Self Help: People are best served when their capacity to help themselves is encouraged and enhanced. When people assume ever-increasing responsibility for their own well-being, they build local leadership and independence, rather than dependence.

Leadership Development: The identification, development, and use of the leadership capacities of local citizens is a prerequisite to ongoing self-help and community improvement efforts.

Localization: Those services, programs, events, and other community involvement opportunities that are brought closest to where people live have the greatest potential for a high level of public participation. Whenever possible, these activities should be decentralized to locations of easy public access.

Integrated Delivery of Services: Organizations and agencies that operate for the public good can use their limited resources, meet their own goals, and better serve the public by establishing close working relationships with other organizations and agencies with related purposes.

Maximum Use of Resources: The physical, financial, and human resources of every community should be interconnected and used to their fullest if the diverse needs and interests of communities are to be met.

Inclusiveness: The segregation or isolation of people by age, income, sex, race, ethnicity, religion, or other factors inhibits the full development of the community. To the greatest possible extent, community programs, activities, and services should involve a broad cross section of community residents.

Responsiveness: All public institutions have been created to serve people and have a responsibility to develop programs and services that respond to the continually changing needs and interests of their constituents.

Lifelong Learning: Because people continue to learn from birth until death in order to cope with new and changing conditions, formal and informal learning opportunities should be provided throughout their lives in a wide variety of community settings (Decker, 1989, pp 15-17).

These principles are an update of the principles which were established by Burbach and Decker in 1977. They are useful for local volunteers and practitioners as programs are analysed and developed.

Planning Programmatically

Minzey (1979), concerned that community education might seem to be idealized and held suspect, focused on what he perceived to be the basic and undergirding components of community education:

- I. K-12
- II. Use of Facilities
- III. Activities for School Age Children and Youth
- IV. Activities for Adults
- V. Delivery and Coordination of Community Services
- VI. Community Involvement (Minzey, 1974, p. 10).

Minzey expanded the concept of each of the components by noting that each component must be made up of several elements. "The ultimate goal is to achieve the total concept by maximum development of all of the components" (Minzey, 1974, p. 10).

Planning for community education development is a process that requires a collective effort by numerous groups and individuals, each

having a potential stake in the implementation of a successful program (Burbach and Decker, 1977). Community education thrusts include increased use of facilities, programs and services for all age groups, coordinated planning with other agencies, community involvement, integrating community education with the K-12 program, and increased school-community relations. Burbach and Decker (1977) talked about these six components using different language than in the development of the six components which are the major umbrellas under which most community education programs fall as in the Minzey perception. In his most recent publication *Community Education: Building Learning Communities* (1990), Decker gave us six other components that may articulate the language changes necessary for current interpretation of viable components for consideration in model building. The components he called for follow:

- Diverse Educational Services
- Broad use of Community Resources
- Citizen Involvement
- Community Improvement
- Social/Human Services
- Interagency Cooperation/Public-Private Partnerships

The components mentioned are components which are basic to the use of schools as community centers. Decker mentioned that in the growing spending during the 1960s and 1970s that some of the responsibility for meeting educational needs was shifted to federal and state governments. This created an unfortunate byproduct in decreased local effort to solve community problems. School problems have become more complex with mandated programs: the demands for early

childhood programs, extended-day services for school-age children, teen pregnancy, and with large numbers of immigrants with limited or no English, language skills development. Community problems deal with long-term unemployment, decreased earning power, school failure, illiteracy, crime, homelessness, environmental pollution, substance abuse, vandalism, and other social issues such as AIDS.

Models for Evaluations

Three different models for evaluations were studied in an effort to understand the nature of evaluation models and how they are articulated as models. The first model is Provus' Discrepancy Evaluation Model: Mullarney (1974), talked about a practice which is virtually ignored in community education: evaluation. It is needed to assess effectiveness and progress of community education councils. The discussion centered around "Provus' Discrepancy Evaluation Model" which includes judgments made by authorities, program staff, those affected by the programs, comparisons of program outcomes (actual/expected), and comparison of an executed program with its design. It incorporates continual analysis of the discrepancies between the standard of the desired performance and the actual performance.

The discrepancy model has five stages of evaluation including design, installation, process, product, and cost. Changes can be made at any point in the development of the program. This process is formative in concept but it includes standards by which programs are designed. Design is accomplished with and through volunteer and

program staff analysis and synthesis of information and is a key to the creation of a sound theoretical model (Mullarney, 1974).

The second community education evaluation model studied is a comprehensive and systematic approach to establishing alternatives for program analysis, behavioral criterion for making judgments about programs, and a model for designing the evaluations. The concept of program is called the "universe of population" which includes clients, staff, administration. The concept of environment includes intents, methods, and resources. The concept of behavior includes behavior, performance and opinion. Using these three concepts, Lewin has developed nine subuniverses which emerge as a result of the interaction of the elements. Questions concerning behavior within the subuniverses contain criterion by which the evaluations are accumulated (Lewin, 1951).

The last evaluation model considered in this study was designed to provide comparison analysis as well as evaluation: Guide for Measuring Community School Development. The Community School Development Index (CSDI, Hopstock, Fleischman, 1984) is composed of a questionnaire and a scoring table which records CSDI norms. The eight areas normed for use in the index is included. It has been used to assess the development levels of community education programs in relation to others throughout the country.

It records national and subgroup norms on the CSDI. It takes about twenty minutes to complete the form. Comparison of community education development levels in eight community education areas can be made with national norms. Such comparisons may suggest areas of program strength as well as areas where future focus may be applied in

an effort to reinforce or to develop programs.

The eight community education areas which were normed are as follows: extent of programming; number of hours facilities are used; number of professional hours devoted to coordination; presence and activities of a Community Education Council; number of program volunteers; extent of interagency coordination; extent of needs assessments, resource assessments, and evaluation activities; and, extent of board of education support.

The CSDI calls for detailed information from a broad conceptual view of the local program. It may not provide the more focused assessment at the objectives level for capacity building.

Model for Future Directions

In an attempt to look for future directions in community education, The Research Triangle Institute put out a summary report on "National Assessment of Community Education." It was concerned with the variety of services offered, the functioning of the centers, the nature of programs, the extent of the degree programs and the training chain, and other program elements. It was done in 1977 and was used to gather data which could be used in making programmatic decisions concerning the continued involvement of the Mott Foundation in providing community education support and direction.

With a broad spectrum of purposes outlined, the study included a large number of populations to obtain a comprehensive set of specific outcomes or products. This paper outlines the procedures used, the instruments used, the response returns, the analytic process used, and the findings. Fifteen complex and lengthy products were derived.

Products which emerged were a Directory of Centers, Description of Center Programs, Center and NCCE Degree Programs, Former NCCE Faculty Status and Reactions, LEA Directory, Descriptions of Mott LEA Programs, National Estimate of CE Frequency and Program Comparison, Evaluation of Degree Training Program, Evaluation of Center Services, Evaluation of Short-term Training, Resume File for Degree Students, Future Direction, and Supplemental Marketing Information. These data were collected for the purpose of making programmatic decisions; yet, it stands as a resource for historical purposes and for planning for the future.

Concerned with further development in the states, in 1985, the Mott Foundation appointed the Community Education Endowment Planning Task Force, with Weaver as Chairman, to identify the functions critical for projecting the field of community education into the future. After two years of study, the task force provided elements essential to the planning necessary for the development of the state plans.

The National Community Education Association has promoted the development of state plans in the past along with the funding of community education in each state through university systems by the Mott Foundation. In 1985, 26 states had state plans, 29 states had state school board resolutions supporting community education, 23 states had legislation supporting it, 49 states had at least one designated community education person in the state department of education, 20 provided some type of state funding for community education, 23 states had state community education advisory councils, and there was a 50 state network of community education development

centers. Now in 1990, 46 states and the District of Columbia have five-year state plans.

Legislative Strategy

In *Community Education: A Guide for State Initiatives* which was made possible by a grant from the Mott Foundation to the Council of Chief State School Officers, a provision is made for strategy which has worked in states such as Minnesota in the movement to get state legislation for funding community education. This booklet gives the rationale for the development of community education, what constitutes good community education legislation, important preconditions, the formulation of a state plan with steps which must be included, and characteristics and elements of effective legislation. While it is a tool for use at the state level, it is also a tool for local practitioners to have for use at the local level. It is apparent from the research done by the national effort to develop five year plans that the need for legislation and funding is everyone's job. Unless the grassroots people are involved with state effort, the necessary networking is not completed.

The state plan should also demonstrate how states can use their resources to strengthen community education's scope and effectiveness. It should endorse coalition-building techniques that include a wide range of participants in the community education planning process. In addition it should encourage and coordinate networking at the national, state, and local levels. It should examine related state education agency (SEA) model programs to establish funding precedents for community education. Finally, it should analyze and compare the strategies of states that have successfully passed community education legislation.

In the 1990s, there must be a goal for our educational system: every public school a community school, and every citizen a student. At whatever age or level of development and regardless of educational or cultural background, anyone who seeks education as a means to personal improvement and community empowerment must find the doors open. Education's race against catastrophe can be won: the shared enterprise of education invests all citizens with a responsibility for, and commitment to, the well-being of all members of the community, their education, their working lives and their future. Community education has been around, succeeding quietly, for a very long time. Now it must grow to realize its full potential (Schoeny, 1989, pp. 10-11).

The process toward the pursuit of legislative action to obtain funds for capacity building is necessary to the life of community education in the future. This model provides a usable process which was considered in this project.

Model for State Planning

"The Community Education State Planning Guide" (DeJong, 1987), has been used for gaining input, developing strategies, gaining ownership and political support. It has ten steps which show the development of the process to write a state plan using input taken from state level and grass roots level people using needs assessment tools for identification of programs and services and resources.

Because states differ considerably in their political climates, bureaucratic effectiveness, and current programs related to community education, each state's planning committee would decide the best process for developing their state plan. DeJong developed this comprehensive plan in six phases which provide for initiation of the planning process, information collection, conference planning, preparation for the conferences, conferencing, and the follow up

activities. It is detailed to the point of ascribing blocks of allotted time in minutes to the extremely controlled meetings. Training facilitators is one of the components of the plan. DeJong's plan for getting the work done could be helpful for procedural control of meetings concerned with developing objectives in any model development. This strategic plan was a tool which was developed for use by anyone who will work toward a public funding base for community education. It may be a useful process in the dissemination of new procedural information to community education practitioners in training and technical assistance.

Community education is constantly involved in planning change. "One thing that is new is the prevalence of newness, the changing scale and scope of change itself, so that the world alters as we walk in it. . ." (Bennis, Benne, Chin and Corey, 1976, p. 16). Working with people is an integral part of what community education is all about. Strategic planning is necessary.

Model in Library Usage

In the search for ideal models for use in this project, the following model gave a simple and usable approach that may offer some acceptable ideas of what is needed in the development of a planning model for community education. It was developed for any size library program with the intent of service as the basic ingredient which would drive its use. The American Library Association Reference and Adult Services Division Interlibrary Loan Committee has developed "International Lending Principles and Guidelines" (1978), and the "Interlibrary Loan Codes" (1980), which contains Model and National

Interlibrary Loan Codes, Model Interlibrary Loan Codes for Regional, State, Local, or Other Special Groups of Libraries, National Interlibrary Loan Code, 1980, and International Lending: Principles and Guidelines for Procedure 1978 and 1980.

The library model was intended to provide guidelines for any group of libraries interested in developing an interlibrary loan code to meet special needs. The Model Code, while complementing the "National Interlibrary Loan Code, 1980," allows libraries more flexibility and creativity in satisfying interlibrary loan needs in a specific situation. The Model Code provides a framework for cooperation and has few restrictions which creates a better field for networking and an excellent resource for the exchange of materials for the development of a high level of service to a growing clientele of users.

The library model stretches parochial systems beyond their limits to include local, state, and regional jurisdictions. After those resources are exhausted, other codes are implemented to further stretch the resource access. The model contains comprehensive guidelines for providing generous services to others with due consideration to the interests of its primary clientele.

The significance of this model lies in its versatility and adaptability as well as in its simplicity. There is no doubt as to how it works nor to its intent. This model provides a simple and direct rationale for use in the development of a planning model for capacity building.

Summary

The literature reviewed in this chapter was a search for resources which might be helpful in developing a planning model. There were program or action related models and plans which were helpful to the extent that they gave understanding of where the focus of writers in the field has been, and assistance with the understanding of how the programs in community education have evolved and are still evolving.

CHAPTER III

METHODS AND PROCEDURES

Introduction

The purpose of this chapter was to present the methods and procedures which were used in this study. The chapter will include the study of the population and the procedures used in gathering information concerning the use of elements prescribed by the Community Education State Planning Project Committee. The study of the population includes a description of the process used in understanding whether six components (Minzey, 1974) were in the terminology of the plans and whether they were connected to the elements. The use of feedback loops as a means of building consensus are described.

Population

The population considered in this study were the 47 state plans (46 states and the District of Columbia) which were the result of a call to develop realistic five-year state plans for further growth and development by the Community Education State Planning Project Committee chaired by Decker. The states responded with either updated plans or new ones. An analysis of the plans revealed the extent to which the states implemented the elements (leadership, networking, legislation and funding, training and technical assistance, and

community identity and support) which was a requirement set out by the Community Education State Planning Project Committee. This analysis was done by that national committee (See Table I). The chart reflects the averaged rating of a four-member committee. Each committee member read all the state plans and independently rated the presences of the five indicators in each plan, using a 3-point scale. The procedure used by this researcher was to take the outcomes from the analysis above for each of the states and averaged the numbers ascribed to each of the element categories to find a mean score for each state. This served to devise a conceptual view of the results. The need was to understand whether the elements were widely used in the development of the plans. At that point there was no need to know the identity of the states which did or did not fully comply.

Table II, indicates the mean scores of each of the states. There were 46 out of the 50 states that responded to the call for the development of five-year state plans (the District of Columbia responded, also). As noted above, this researcher averaged the scores assigned to the elements by the four member committee (see Table I) to construct a simple overall ranking for the usage of all five of the elements (see Table II). The average ascribed to the each of the states was considered to be a raw mean score on Table II.

Table II provides a view of the findings by this researcher. The maximum score which could be ascribed was three points for any of the five elements according to the study done by Decker and his committee and as noted in Table I. Achieving a maximum score of three (3) for each of the five areas would result in a maximum cumulative score of 15 or an average score of three (3). Six out of the 50 states, or

TABLE I

STATE BY STATE INDICATOR CHART

State	(1)	(2)	(3)	(4)	(5)
ALABAMA	2.75	3.0	2.75	3.0	2.75
ALASKA	2.75	3.0	3.0	3.0	2.75
ARIZONA	2.5	2.5	2.5	2.25	2.75
ARKANSAS	****	****	****	****	****
CALIFORNIA	1.75	2.25	1.0	1.75	2.00
COLORADO	3.0	2.75	2.5	2.25	2.75
CONNECTICUT	****	****	****	****	****
DELAWARE	2.25	2.5	1.5	2.25	2.25
DIST OF COLUMBIA	2.5	2.75	3.0	2.0	3.0
FLORIDA	3.0	3.0	3.0	2.75	3.0
GEORGIA	2.5	3.0	3.0	3.0	3.0
HAWAII	3.0	3.0	3.0	3.0	3.0
IDAHO	2.0	3.0	1.5	2.75	2.25
ILLINOIS	2.5	3.0	2.75	3.0	3.0
INDIANA	2.5	3.0	2.75	3.0	3.0
IOWA	1.5	2.0	1.5	2.0	2.5
KANSAS	2.25	1.75	1.5	2.0	2.5
KENTUCKY	3.0	3.0	3.0	3.0	3.0
LOUISIANA	3.0	3.0	2.5	3.0	3.0
MAINE	2.0	2.75	3.0	2.25	2.5
MARYLAND	2.75	2.5	2.5	2.5	2.5
MASSACHUSETTS	2.75	2.5	1.0	3.0	3.0
MICHIGAN	3.0	3.0	3.0	3.0	3.0
MINNESOTA	3.0	3.0	3.0	3.0	3.0
MISSISSIPPI	3.0	2.75	3.0	3.0	3.0
MISSOURI	3.0	3.0	2.5	3.0	2.75
MONTANA	2.5	2.5	12.5	2.5	2.25
NEBRASKA	1.75	2.0	1.75	1.75	2.0
NEVADA	1.5	1.5	1.5	1.5	1.5
NEW HAMPSHIRE	2.5	2.5	2.5	2.25	2.0
NEW JERSEY	****	****	****	****	****
NEW MEXICO	2.5	2.5	2.25	2.5	2.0
NEW YORK	3.0	3.0	1.5	2.75	2.0
NORTH CAROLINA	1.5	1.5	1.5	1.5	1.5
NORTH DAKOTA	3.0	3.0	3.0	3.0	3.0
OHIO	2.75	2.75	2.75	2.25	2.7
OKLAHOMA	2.75	2.5	3.0	2.75	2.75
OREGON	3.0	3.0	2.5	2.75	3.0
PENNSYLVANIA	2.5	2.75	2.0	2.5	2.75
RHODE ISLAND	****	****	****	****	****
SOUTH CAROLINA	3.0	3.0	2.75	3.0	3.0
SOUTH DAKOTA	3.0	2.5	3.0	2.5	2.75
TENNESSEE	1.75	1.75	1.125	2.25	2.25

TABLE I (Continued)

State	(1)	(2)	(3)	(4)	(5)
TEXAS	3.0	3.0	3.0	3.0	3.0
UTAH	2.75	2.25	2.75	2.0	2.75
VERMONT	2.25	2.5	1.75	2.0	2.0
VIRGINIA	2.75	2.75	2.0	3.0	3.0
WASHINGTON	2.5	3.0	3.0	2.0	2.25
WEST VIRGINIA	2.75	2.75	2.75	2.25	3.0
WISCONSIN	2.5	3.0	1.75	2.25	3.0
WYOMING	2.5	2.25	1.75	2.25	3.0

KEY: 3 = Indicator (element) is mentioned in the state plan with substance and direction for implementation activities.

2 = Indicator is mentioned in the state plan.

1 = Indicator is not mentioned in the state plan. (Note: Absence of indicator in the state plan could mean (a) that indicator is already present in the state and does not need to be developed; or (b) that indicator is not a priority.) (Decker, 1989)

TABLE II

STATE MEAN SCORES OF THE FIVE ELEMENTS

State	Mean	State	Mean
Hawaii	3.00	Arizona	2.50
Kentucky	3.00	Maine	2.50
Michigan	3.00	Pennsylvania	2.50
Minnesota	3.00	Utah	2.50
North Dakota	3.00	Wisconsin	2.50
Texas	3.00	Massachusetts	2.45
Florida	2.95	New York	2.45
Mississippi	2.95	Wyoming	2.40
South Carolina	2.95	New Hampshire	2.35
Alaska	2.90	New Mexico	2.35
Georgia	2.90	Idaho	2.30
Louisiana	2.90	Montana	2.25
Alabama	2.85	Vermont	2.10
Illinois	2.85	Kansas	2.00
Indiana	2.85	Iowa	1.90
Missouri	2.85	Nebraska	1.85
Oregon	2.85	Tennessee	1.85
Oklahoma	2.75	California	1.75
South Dakota	2.75	Nevada	1.50
Virginia	2.70	North Carolina	1.50
West Virginia	2.70	Arkansas	0.00
Colorado	2.65	Delaware	0.00
Ohio	2.65	New Jersey	0.00
Washington, DC	2.60	Rhode Island	0.00
Maryland	2.55		
Washington	2.55		

12 percent, were given the full value for use of the elements and received a raw mean score of three: Hawaii, Kentucky, Michigan, Minnesota, North Dakota, and Texas were in full compliance.

States not submitting state plans were Arkansas, Connecticut, New Jersey, and Rhode Island; these states are reported in Table II. as having 0.0 mean scores.

The study of the plans included a search for the terminology used by Minzey (1974) which would indicate the use of the six program components by the state planners. The program domains (under which program components fall), are K-12, Use of Facilities, Activities for School Age Children and Youth, Activities for Adults, Delivery and Coordination of Community Services, and Community Involvement. If the language in the plans was consistent with the language in the components, the presence of the language was noted in that component category with a mark of one (1). Please note the examples:

State	K-12	Facil. Use	Enrich- ment	Adult	Com. Invol.	Com. Devel.
Alabama	1	1	1	1	1	1
Alaska	1	1	1	1	1	1
Arizona	1	1	1	1	1	1
California	1	1	1	1	1	1
Colorado	1	1	1	1	1	1

If the language noting a particular component was absent from the plan, no marks were given for that component. Noting the absence of the terminology does not indicate a criticism of the plan. The absence of the terminology may indicate that the articulation of programs may be done by another agency or council such as an advisory board which was not involved with the state agency responsible for developing the plan as the plan was being developed.

For the purpose of this study, information which came from the study of the plans was very important. A thorough reading of all of the plans was accomplished. However, practice in community education was not easily discernable with just the reading of the plans. There was a need to know whether the program domains or components of programs were tied to the elements. Because the information was not specifically articulated did not mean the state plans did not include the combination of the elements and program domains. It became necessary to talk with experts at the local, state, and national levels.

Feedback Loops

Feedback loops were used to obtain information from people who are considered to be community education experts at local, at state, or at national levels. Interviews and conversations were conducted as the planning model was being constructed. The first contact with Decker, Thompson, Weaver, and Wilhoit was done via the CENET (a community education computer linkage from the University of Virginia with other centers for community education) at Oklahoma State University and by telephone in July 1989. This contact consisted of alerting these four panelists to the fact that the research was to be conducted on the state plans. It was at that time that Thompson made all the literature on the committee meetings (which he had attended as an NCEA Board member) available for this project. It was at this time, also, that Decker sent a complete package of all the state plans in his possession for use in this project.

The next two months were used for reading the plans and researching the literature to find possibilities of recording community education program information in a productive system which might be accepted by practitioners. Discussions with the Kansas Community Education Association Board of Directors and volunteers in the USD 260 centered around their understanding of the Kansas State Plan (five-year) and their understanding of the meaning of the elements which were basic to the plans.

The work with the local volunteers in the three advisory councils in the Derby USD 260 consisted of interaction with the volunteers in the regular program and process work in which they are normally engaged. As program decisions and objectives were developed the volunteers were trained on the use of the new action plans prescribed by the Board of Education in USD 260. (These action plans were not a part of this study, but they were peripheral and pointed up the fact that constructive planning can be done by community education councils using a structured format into which their ideas and concerns can flow.) The volunteers made suggestions which were recorded for later consideration. In late October the matrix of the five elements and the possibility of using the six program domains emerged as a tentative model for planning.

In November, 1989, the National Community Education Association met in Seattle, Washington. It was there that the face-to-face interviews and one-on-one discussions were conducted with the national level experts. Meetings were set for approximately 30 minutes with each of them individually. Each were shown the tentative model

and were engaged in a discussion about the possibility of a planning model. Each were asked the same questions:

1. Would a model state plan assist in the development of a consistent approach to planning in community education across the nation?

2. Are you familiar with the state plans?

3. Are you familiar with the elements of leadership, networking, legislation and funding, training and technical assistance, and community identity and support which were required in these plans?

4. Are the domains selected (Minzey, 1974) the domains which are most used in community education? Are there others?

5. Are the domains (components) constricting? Can they be combined? Can they be broadened? (This question continued to be a topic of conversation throughout the study.)

6. Do you think that there would be need to expand the program areas to include other program development?

7. Do you think that the six areas are too broad?

8. Do you think that the state plans exhibit a diverse approach to planning?

9. Do you feel that community education programs operate as if they are isolated and unaffected by outside influences?

10. Is there sufficient commonality in the existing plans from which a model might be developed?

11. Would you consider it important, in view of reporting programs to a state, regional, or national inquiry, to develop consistent objectives under each of the thirty segments of the

resulting taxonomy on the matrix, eventually?

It was after the Seattle meeting that the second stage of the matrix with program components and elements developed. There seemed to be consensus at the national level that the six components could be meshed with the elements which were required in the five-year state plans.

Discussions continued at the local and state level in Kansas as to how the meshing of the elements and the program components might be helpful in program planning, assessments, analysis of program, development, evaluations, etc. These discussions were held in group meetings when the Kansas Community Education Association Board of Directors met monthly and in telephone conversation with the board members individually. Conversations one-on-one with program volunteers were part of the process of evolving the model for planning.

Attempts to apply the matrix to programs already in existence began. This was an attempt to learn whether it was realistic to apply all five of the elements to all programs either in the process of development of program or to programs which were ongoing.

The next contact with the panel of national experts was by telephone in mid-February, 1990. They were asked if they would look at a rough draft of the matrix. They were each receptive. The matrix of the five elements and the six components (Minzey, 1974) was mailed out to ten experts for their review. They had already been briefed at the national meeting in Seattle that there would probably be a matrix. There was discussion at the Seattle meeting about which components to use on the matrix. After considerable program study and

reading, it was decided by the researcher to use the Minzey components. (The mailing consisted of the matrix, and a sheet for each of the elements and components as they meshed on the matrix. There were thirty of those sheets. See Appendix D.)

There was not a formal set of questions which went with the matrix. In a telephone conversation, the experts were asked to consider the possibilities of such a matrix in view of setting up a "model state plan." They were asked to respond via a telephone conversation and if they wished, in writing, directly onto the matrix.

The national experts were contacted for the first interview at the national convention, by telephone to learn if they would be willing to accept the matrix, by mail for delivery of the entire package which contained the matrix and by telephone for discussions concerning differences in an effort to derive consensus, and by telephone for the final conversation. All of them responded. One of them took part in only one telephone conversation to discuss the ramifications of the model. His input was helpful in that he was encouraging about the possibilities for use of the model. He was unable to give more time. Opinions of the experts concerning the content of the matrix, and the contexts in which it would be used were important to the study. It was also important to get their predictions and recommendations. The national experts were as follows:

Dr. Theodore Kowalski, Ball State, Teachers
College, Muncie, Indiana.

Dr. Don Weaver, Professor Emeritus, Western Michigan
University. Delton, Michigan.

Dr. Larry Decker, Associate Dean for Administration in the Curry School of Education and Director of the Mid-Atlantic Center for Community Education at the University of Virginia. Charlottesville, Virginia. (He directed the State Planning Project for five year state plans 1988-1993).

Dr. Dale Cook, Director of the Center for Community Education and Associate Professor in Educational Administration at Kent State University, Kent, Ohio.

Mr. Gene Wilhoit, Executive Director of the National Association of State Board of Education (NASBE), Alexandria, Virginia

Dr. V. M. (Bill) Kerensky, Professor of Educational Administration, College of Education, Florida Atlantic University, Boca Raton, Florida

Dr. Larry Horyna, Utah State Office of Education, Park City, Utah.

Dr. Bob Shoop, Professor of Educational Administration, Kansas State University, Manhattan, Kansas.

Dr. Paul DeLargy, Director of the Center for Community Education, University of Georgia, Athens, Georgia.

Dr. Dennis Thompson, Superintendent of Satanta Schools, Satanta, Kansas. National Community Education Association Board of Directors. Kansas Community Education Association Board of Directors and Liaison to the NCEA.

The matrix along with focused observation sheets were mailed out.

Also included in the package was a letter, notes on the model for planning (matrix), and a return, stamped, self-addressed envelope so that they could make notes and return the information. Three of the ten experts returned the information. All ten of them engaged in conversations on the telephone before and after they received the packets. Notes were taken from each conversation by the researcher.

Further discussions with the KCEA Board of Directors and other program coordinators were conducted asking the same questions addressed to the national experts. As a result of the conversations,

they agreed to engage in focused observations on their programs as follows:

1. Bill Butler, (KCEA), Manhattan, Kansas: Focused observation on "K-12" (Minzey, 1974).
2. Mary Lou Rose, Derby, Kansas: Focused observation on "Use of Facilities" (Minzey, 1974). (Rose is not a member of the KCEA Board. She is Community Education Secretary in USD 260 and works with facilities daily.)
3. Margaret Blaske, (KCEA), Waterville, Kansas: Focused observation on "Enrichment Programs" (Minzey, 1974).
4. Mary Ann Christensen, (KCEA), El Dorado, Kansas: Focused observation on "Adult Programs" (Minzey, 1974).
5. Carol Grimes, (KCEA), Emporia, Kansas: Focused observation on "Community Involvement" (Minzey, 1974).
6. Dennis Thompson, (KCEA), Satanta, Kansas: Focused observation on "Community development" (Minzey, 1974).

The observations mentioned above were done based on the information which came out of the interviews at the Seattle meeting when the national experts were saying that the program components developed by Minzey in 1974 would be adequate for the matrix. It was after the telephone conversations with the national experts that consensus was developed to accept a broader version of the program areas of community education. The focused observations used the Minzey components. The newer version was not used in focused observation except in the Derby USD 260. That one is reported in this study and was done with a pilot program which is already functioning.

Five state level people in Kansas were given the matrix and five focused observation sheets which would be enough to examine one program component from one program domain. One USD 260 focused observation was to be done as a part of this phase of the study: on

facilities; Rose did that one. They were asked to formulate objectives which were indigenous and consistent with their own practice within their own locales as directed by the community volunteers in their schools and communities.

The assistance provided by the practitioners provided the in-depth look at one program component in which they were working. In doing this they became associated with the concept of how the model would work within the local program. They gave feedback on their understanding of how the planning model might work.

Telephone conversations were held whenever there was an issue which needed clarification. Example: Decker saw the Minzey components at the Seattle meeting and had no concern about the use of them at that time. However, when he received the packet of information in February, he called and noted the concern for a broader understanding in program areas such as in the K-12 area. This information was shared (by telephone) with the other national panelists. It was also shared with local and state experts.

Other telephone conversations with the experts allowed another set of questions to be discussed:

1. Do you think the matrix (which consisted of program elements across the horizontal plane and the program components along the vertical plane) would be a usable process for council work?
2. Do you think the matrix may be usable at other levels than local such as state, regional, national?
3. Are the principles of community education as articulated by Decker necessary to the development of this model?

4. Is the matrix worthy of being a model for planning?
5. How would you feel that such a model might be helpful?

These questions were dealt with in conversation. However, there were written comments which were returned from three of the respondents.

One of the feedback loops was not completed. An effort was made to collect focused observations from the Lawton, Oklahoma, Community Education Programs. There was no focused observation feedback on that program. The information was delivered to the wrong location and was out of place for one week. Information collected on the Lawton, Oklahoma, program has come through Seattle interviews and program artifacts which were sent in response to queries about the extent of programming and process in that arena.

Other information came as a result of working with volunteers in other locations who also work with the Derby programs. The Rosehill, Kansas, Latchkey Program Coordinator, Debbie Thomas, is also a Derby Community Education volunteer who served as a consultant in setting up the Derby Latchkey Program. Thomas provided personal observations and consideration of the planning model. Other such interviews were conducted with volunteers and staff members in the Derby USD 260.

The assistance provided by the practitioners provided the in-depth look at one program component in which they were working. In doing this they became associated with the concept of how the model would work within the local program. These same objectives might, or might not be, consistent with other programs throughout the state.

Ending conversations with participants focused on general open-ended questions. Questions asked in interview situations in Seattle,

as well as in other settings, were asked informally with consideration for language which might be prescriptive, constraining, less constraining, liberating, and for information on types of programs which may fall outside the six components. Notes were made as the conversations were conducted. They were studied to find different and/or common language.

Summary

This chapter (Chapter III) indicates the methods used to gather information which provided the process for understanding what would be essential to a planning model. What actually goes on within the context of a viable community education program, came from views of experts in the field from three levels: local, state and national. Analyses of the the study follow.

CHAPTER IV

PRESENTATION AND ANALYSIS OF DATA

Introduction

The analysis of the data collected is presented and discussed in Chapter IV. The questions in Chapter I are the basis for the direction of the research:

1. Is there sufficient information in the existing five-year state plans from which a planning model might be developed?
2. Does practice in program and process of community education provide possibilities for strengthening the concept of community education when linked with the elements established for use in the five-year plans?

The First Research Question: A Study of the Population: State Plans

The study of the five-year state plans made it apparent that there was not a thorough use of the elements which were prescribe for use in the plans. However, it was clear from the conceptual view, which Table II. provides, that there was a willingness to include the language of the elements.

Four states out of 51 (counting the District of Columbia) did not respond at all to the call for five-year state plans. Only six

were in full compliance with the use of the elements. Of the remaining 41 states reporting, the information concerning the use of the elements was sketchy. However, the elements were new to community education state plans.

Elements Used in the State Plans

Chaired by Weaver, the Community Education Endowment Planning Task Force determined that there appeared to be common elements in the development of community education regardless of region, geographic location or community. These elements were used in the state plans. Based upon community education research, elements which were consistent for the recognition and development of community education were ascertained by this Task Force. Information was also accumulated which indicated that there was mixed reaction to mandated policy by state agencies (paraphrasing of the elements which follows was taken from Decker, 1989).

The Task Force defined five elements which follow: The element of leadership provides for leadership at local and state levels in which recognized positions at the state education agency, state associations, colleges and local school districts for public endorsement, awards, and policy-making can be acknowledged.

The networking element provides for the development of agendas which are articulated via an intentional collaboration of state and local community education leaders for the purpose of developing and advancing meetings, projects, events, and ongoing communication which might lead to regional and/or interstate planning and programming.

The legislation and funding element provides for support of community education to acquire funding to help local districts to provide comprehensive community education programs and services, to employ community education personnel, for training and technical assistance for programs, for the support of a state advisory council, to address significant community problems and advocacy issues.

Training and technical assistance, the fourth element, provides for the improvement of skills through courses, ongoing consultation for evaluations and monitoring, pre-service and in-service activity, planned opportunities for groups in state level or national level conferences.

The element of community identity and support was used to strongly increase the visibility of community education for support and to promote not only the existing programs but to highlight new programs, to create familiarity with an understanding of community education by policy makers, educators, the private sector, and the general public. This element calls for public relations strategy, task forces or special committees, and the inclusion of community education priorities and concerns of other education agencies.

There was no hesitation on the part of any of the interviewees that these elements must be used in the matrix for the development of the model state plan. They were implemented.

Since there were a variety approaches to planning exhibited in the plans, and since there was no prescriptive method or procedure for action to be taken in the implementation of the plans, it was difficult to know whether the intent was to connect elements to programs by the writers of the plans, deliberately.

None of the plans specifically attached the concepts of elements to the concepts of program domain. All of the plans but one articulated the program domains using the terminology set out by Minzey (1974). The Ohio plan did not mention the program domains. Six of the plans fully articulated the use of the elements: Hawaii, Kentucky, Michigan, Minnesota, North Dakota, and Texas.

Program Domains Used in the State Plans

The program domains (called "components" by Minzey, 1974) seemed to be thoroughly understood and were used in the five-year state plans. Some of the plans broadened the terminology in the text of the plan but seldom changed the wording to the extent that the "components" were not recognizable.

It became necessary to talk with people at each level of community education work: local, state, and national. The intent was to find out whether they thought the elements used in the five-year plans could be used in a planning model which also encompasses any program domain or component.

A Discussion of the Terminology

Community Education is an idea which has evolved over the years and has now become a philosophy of education (Minzey, 1979). It is no longer synonymous with extra activities for children, adult education, or recreational programs. It has developmental components which can be observed to be intrinsic to the development of community education.

The six components in community education which also comprise the domains are as follows:

- Component I: K-12
- Component II: Use of Facilities
- Component III: Activities for School Age Children and Youth
- Component IV: Activities for Adults
- Component V: Delivery and Coordination of Community Services
- Component VI: Community Involvement

These six components were discussed with the national, state, and local experts identified for this study in Chapter III.

Kerensky considered that the last three components ("Activities for Adults," "Delivery and Coordination of Community Services," and "Community Involvement") might be covered by the use of "Heuristic Method" and "Serendipity."

In discussions about the possibility of changing the components to that extent, there was general consensus that if the components were to be changed, that they simply needed to be broadened to become more inclusive of what is actually occurring. So that practitioners have no difficulty with power figures concerning whether they become involved in current issues, it is important that program domains be made less restrictive.

The process of community education incorporates the heuristic method (exploration of problems which lead to problem solving techniques and self education) and serendipity (the faculty of finding valuable or agreeable things not sought for) characteristics in its methodology.

Practitioners held that with the use of the six components that the heuristic method and serendipity characteristics would not be appropriately added as components since they are already intrinsic to the process of community education. These characteristics may be a part of the process for problem solving which also includes brainstorming, search for alternatives, researching the alternatives, redefining the problem, and program development and basic principles.

The components as laid out by Minzey (1974) and accepted as domains are considered to be delineated as to either program or process components (the first four being program components and the last two being process components). Program volunteers make the determination to work a process or to develop a program within the domain arenas as they feel the need.

One example of process in the young child (K-12) area (considered by Minzey (1974) to be a program not a process component) is the latchkey idea. Whether or not it can be done, once it has been identified as a felt need in the community, must be assessed for alternatives, researched, and redefined. It is finally worked through the policy makers of the school district and approved or disapproved. The search for viable models by which the program can be developed is part of the process. It is a process that includes active community participation as well as the work of community education staff members.

Community education volunteers in the USD 260 in Derby, Kansas were involved in the process of developing the latchkey program; however, it took fifteen months from the brainstorming session to bring it to reality. So, while Minzey's (1974) concept that the K-12 component (domain) is considered to be program, it may also be process

depending upon the initiative enacted by volunteers who have identified a "felt" need in the community.

It must be acknowledged that community education develops in stages as noted by Minzey and LeTarte (1979). The program aspect is normally the first to develop while the process aspect is normally the last to develop; however, it is important to attempt to achieve the maximum development of all the domains. Minzey (1974) considered the six components to be necessary to all community education programs.

Results of conversation with national experts concerning the use of the program components in the planning model are as follows:

In considering the first component "K-12" (Minzey, 1974), several observers noted that the social needs extant call for the new community concept which includes birth to old-age. Childcare before kindergarten age is of concern to a community. All of the national experts considered this terminology to be out-dated now that young childhood education is being mandated in states across the nation. The K-12 program is only a small part of educational and academic emphasis in community education. Many community education programs provide satellite college programs for anyone needing retraining or for those people in pursuit of a degree where there is no college nearby. The aging population is creating a bigger need for programs designed by and for senior citizens. It was agreed that educational programs have become necessary from birth through old-age.

In considering the second component, "Use of Facilities" (Minzey, 1974), remarks included the following: Is this restrictive? One school district may be using facilities at a minimum while another

school district may be using them to the maximum. Not only does community education provide facility usage, but the department of community education in the school district may become an integral part of the process for the procurement of more space. The experts agree that the use of facilities is still a primary rationale for the development of community education programs; they also agree that the concept of available resources for use by the community can be found elsewhere in the community. They were in agreement that this component needed to be more inclusive.

"Activities for School Age Children and Youth" (which is also referred to by Minzey (1974) as "Additional Programs or School Age Children and Youth" is the third component. Is this language too specific? Does "activities" include processes of learning in the formal public school classrooms? Can academic enhancement be brought to the traditional classroom other than after the regular academic day? What about the ability of the individual student or a group of students to participate in the type of brainstorming process that determines and identifies needs as they see them? Can students at any age be participants in assisting with structuring their own academic programs? The Decker model includes this concept as part of the goal which he calls "Diverse Educational Services." It includes "Activities for Adults" and "K-12" as well as the one mentioned above. No one questioned the wisdom of combining the three components.

"Activities for Adults" (also referred to as Programs for Adults, Minzey, 1974), has included diploma programs, enrichment programs, and college level programs. Is this language adequate to use? It is restrictive to the extent that programs may be developed

"for" someone who has not necessarily participated in the process for program development or course development. While practitioners agree that a good bit of program development goes on without working with the people who use the programs, they also agree that programs or courses are used based on need. Programs continue if they are needed. The development of programs in the initial stages of community education may be done without the process of patron involvement (Minzey, 1974). That comes later when there is an effort to return to "participatory democracy" (Minzey, 1974).

"Delivery and Coordination of Community Services" (Minzey, 1974), was discussed. The perception of practitioners is that there is a need to develop the fifth component in the initial stages of community education implementation. Use of services which are truly community services are necessary ingredients in the conduct of business whether at the beginning of a program, in its maturing years, or in its more stable times within its institutional context. The concern was that some services are not well communicated to people.

"Community Involvement" (Minzey, 1974), the sixth component, involves two-way conversation where needs are determined. Again, while this component is considered by Minzey (1974) to be a process component, it is necessary to develop the concept of community involvement from the beginning of program development. As program maturity emerges, and as council representation is enlarged, this component is usually done on a larger basis than the neighborhood community, and the people involved are often representative of the status and power based people in the community. In general, such groups are neither representative nor attuned to the problems of

a particular neighborhood (Minzey, 1974). The views they hold at this stage may be more global in context so that more conceptual needs may be defined. It is through this process that the volunteers can be brought close to the dynamic center of the school district so that they know the issues and are involved in decisions which have far reaching ramifications. DeLargy (1974) spoke of a case in which the superintendent of the school district became threatened, unnecessarily, as a result of so much patron involvement and power. The situation resulted in the demise of the community education program.

The Components Were Changed

The decision to change the matrix to include the Decker program goals in place of the six components initially selected for this study and developed by Minzey (1974) was made. The national experts concurred that the language had to be up-dated; however, the concept of using program components in the development of the model in this study had not changed. Through the discussions of "what comprises the best terminology for such a model" with the national experts the components were broadened and modified to some extent as discussed above. A side-by-side comparison of the Minzey program components on the left and the Decker program goals on the right is noted below:

I. K-12	-Diverse Educational Services
II. Use of Facilities	-Broad Use of Community Resources
III. Activities for School Age Children and Youth	-Citizen Involvement
IV. Activities for Adults	-Community Improvement

- V. Delivery and Coordination of Community Services -Social/Human Services
- VI. Community Involvement -Interagency Cooperation/Public-Private Partnerships

While the domains (components and goals) are not parallel, the Decker goals do include all of the original Minzey components. The experts agreed that, though there are still six components, in the model, the parameters of the components have changed and have become more global -- more inclusive. The consensus was that the newer articulation of what we do in community education speaks to what is actually going on with the newer social issues and the changes in the impact of those issues on schools and communities.

Kowalski (1987), at Ball State (Teachers College) expressed his concern about the future of community education and noted that community educators must recognize the changing environments and the necessity of responding to those changes. Weaver (1987), Professor Emeritus at Western Michigan University, concurred that the terminology concerning the six program domains which Decker uses, in what he calls goals, would indicate the awareness of the current changes. The language in the Decker (1990) goals was considered to be less restricting and more liberating by the experts.

The interpretation of the word "component," as common usage in community education indicates, is a program area. A program area would be a unit within the department of community education in a school district. The program area, (in this case, one of six), would have several other large or small programs within it.

Using the first program area (goal, component) by Decker, it is possible to see an example:

DIVERSE EDUCATIONAL SERVICES: (Domain)

1. Youth: Latchkey; Enrichment Courses; Enrichment Events; Children's Theatre; Teen Board; etc. (Components).
2. Adult: Night High School; Adult Diploma Program; Adult Basic Education; Enrichment Courses; Events; Forums; Senior Citizens Programs, etc. (Components).
3. College Satellite Program: Associates Degree Program; College Night; Term Offerings for Credit; (Components).

The terminology used by this investigator for the program area is the word "domain." The definition follows:

DOMAIN: This term is a term which denotes a range or a realm of personal knowledge and responsibility in which there is ownership. (Stein, 1966) A domain may be a range of program areas which can be analyzed. Each program area or domain may have the possibility of many components. Components may be analyzed through focused observation (Spradley, 1980).

Therefore, for the sake of the matrix which was developed as a result of this study, the terminology was as follows: the program area (component, Minzey, 1974) and (goal, Decker, 1990) was referred to as the domain. Any other program which falls under the domain was referred to as a component. The cells which were produced as a result of the interaction of the domains and the elements will have component objectives by which action plans can be developed. The objectives will be recorded within the classifications on the matrix thereby making up a taxonomy.

It was decided that the program domains as articulated by Decker would be used in the planning model. The answer to the first research question, "Is there sufficient information in the current five-year plans from which a planning model might be developed?" was affirmative. The planning model would contain the five elements and would use the six program domains established as a result of this study.

The Second Research Question

"Does practice in program and process in community education provide possibilities for strengthening the concept of community education when linked with the elements established for use in the five-year plans?" The consensus was that this question could be answered in the affirmative. Discussions follow.

Principles of Community Education

Decker (1990) was concerned about the terminology in the Minzey (1974) components, and he was concerned, also, that the principles upon which community education is based be included in the development of the model. He said that these principles are essential to the practice of community education and should be included in the model in some way.

The principles (as mentioned earlier) included the following: self-determination, self-help, leadership development, localization, integrated delivery of services, maximum use of resources, inclusiveness, responsiveness, and lifelong learning. These principles may be a part of the same process which includes the heuristic method and serendipity characteristics -- all of which are important.

The experts responded with assent that the principles are important; however, the model is one through which objectives may be identified and developed. The principles are applied as a result of belief systems which community education volunteers share. All the experts believed the principles to be important. Only one of them was able to see how they might be applied so that they could be built into the model.

The Language of Process in Community Education

Noting the similarities of "how things work" in community education as compared to "how things work" in the ethnographic process, it became apparent that the procedures in assessment of problems are the same process. Problem solving is the beginning task of the community education council.

Community Education volunteers who develop process and programs for the support of their communities provide the community involvement to:

- identify needs (define the problem)
- search for the causes of expressed need (brainstorming or identifying possible causes)
- look for alternatives which might facilitate answers to the problems (consideration of possible)
- decide on the best solutions) procedures (select the best solution)

- enact the committee work to research the action needed to solve the problem (carry out the plan)
- evaluate (evaluate) (Spradley, 1980)

The Developmental Research Sequence (DRS) Method has been iterated on the right side of the page (above). The methodology for discerning the real needs and concerns of the community in the community education process is listed on the left side of the page. The social situation is closely observed by those people who work in community education. The ethnographer, who uses the DRS method is also an observer of the social situation. The methodology and the language used by the two are similar in the problem solving portion of the process.

Traditionally, in the community education environment, this practice is referred to as the "brainstorming" process in which councils (or any other group(s)) engage to identify the "felt" needs of those groups of people they represent.

In CEGA 1*, DeLargy (1974), wrote about how the society becomes more bureaucratic as it becomes more complex. He indicated that it is the failure to meet the need for identifying and agreeing upon goals as a direction for social action which has led to break down and disintegration in local communities. He emphasized the procedures of "brainstorming" in this book on goal ascertainment. It allows volunteers to have ownership as a group for those things they perceive to be community needs. This practice strengthens the concept of community education.

In conversations with DeLargy for this study, he continued to promote the necessity for involving people in this manner. He believes

that it is with this process that the best work in community education gets done as long as the councils continue to remember what brought them to the tasks at hand as they develop objectives which become their action plans.

He is concerned that people or players who are not working through the "brainstorming" (such as in a legitimized council) process may begin to feel too powerful. He believes that the power belongs to the process not to individuals. This is where the meaning of the language of process begins. It is one of the most important tools which must accompany the model proposed by this study.

Community education is no longer an add-on program to the regular K-12 academic structure of a school district. Not only does it encompass that arena, but it now encompasses the needs of a learning community wherever those needs are. It includes the full use of school facilities after school hours, on weekends, holidays, and twelve months of the year. Well thought-out activities of the community are conducted in the buildings which are owned by the tax payers who live in the communities around the schools. Agencies, clubs, businesses and corporate structures are now becoming partners in education as a result of community involvement. It begins best in the councils which are formally recognized by boards of education. "Any organizational and administrative structure should, of course, be grounded in a conscious philosophy and whatever policy is adopted to implement that philosophy" (Moore, 1972).

Horyna (1979, p. 168) indicated in an interview that it is essential that community education programs stay affiliated with local

policies and regulations of the entity to which they are associated. He felt that the legitimization which comes from such a tie would give credibility to the functions of community education such as needs assessments, council work, partnerships, program development, program offerings, networking, legislative action, leadership, applications for grants, etc. Other experts agreed that consideration for policy and regulations requirements are necessary to the success of the model.

The chief state school officers in eight states, when interviewed by project coordinators, noted that there was an observable and an identifiable impact on the improvement of the education system as a result of community education (Pierce, 1986). The perception in these eight states was that the K-12 programs, reduction of vandalism, improvement of public relations, and dropout prevention were enhanced as a direct result of community education (Pierce, 1986).

The experts agreed that there is further need to emphasize the full development of the elements as applied to the program areas of community education. They agreed that the use of the matrix must start in the grassroots sections of community education but that there must be consistency in usage at the state level. Concepts may become more easily "sold" to legislative bodies as a result of the use of a non-threatening tool for the accumulation of data. The matrix itself was approved for use at both levels.

At the same time that the variety and differences must be recognized, there are some similarities which make the communities, all together, one larger community. It is at this point that the experts and the practitioners agreed that it may be possible to gather useful information which was not accessible before in such a planning model.

Kowalski is quoted as saying, "Such a framework would be beneficial in reducing the ambiguity of what is included under the umbrella of community education."

Focused Observation

The Derby USD 260 Community Education Councils began the Derby Latchkey program in Fall 1989. DeLargy (1974) provided information which led the council to review of successful programs. The focused observation was done after the year long effort to prove the need for long effort to prove the need for the program and after the program was launched. Doing the focused observation gave the researcher an opportunity to use the matrix as an evaluation tool. The program domain is "Diverse Educational Services." All five of the elements were used. The program component was latchkey (Table III through Table VII).

Questions and Comments from Interviewees

Questions which were asked and discussed in this study were as follows:

1. "Would a model state plan assist in the development of a consistent approach to planning in community education across the nation?" While the local, state, and national experts agreed upon this concept, there was considerable discussion about what a model state plan could mean to regional or national entities. They did not want to project any possibilities in that realm.

2. "Are you familiar with the elements of leadership, networking, legislation and funding, training and technical

TABLE III

PROGRAM DOMAIN: DIVERSE EDUCATIONAL SERVICES
ELEMENT: LEADERSHIP (1.1)

Numeric Codes	Objectives for Leadership in Latchkey
1.1.1	Council to identify problem area. Brainstorming.
1.1.2	Committee to redefine problem; search for answers.
1.1.3	Committee to research for productive programs.
1.1.4	Committee to establish recommendations.
1.1.5	Committee reports to Council.
1.1.6	Leadership provides information to Administration.
1.1.7	Leadership presents to BOE for approval.
1.1.8	Council to develop leadership for program.
1.1.9	Committee involved in handbook development.
1.1.10	Evaluate.

TABLE IV

PROGRAM DOMAIN: DIVERSE EDUCATIONAL SERVICES
ELEMENT: NETWORKING (1.2)

Numeric Codes	Objectives for Networking in Latchkey
1.2.1	Representatives of all groups on Council.
1.2.2	All building level administrators included.
1.2.3	Parent/Teacher groups represented.
1.2.4	Ministerial Alliance involved.
1.2.5	Other service agencies contacted.
1.2.6	All communications avenues contacted.
1.2.7	Minutes of all meetings sent to all players.
1.2.8	Administration involved in policy making.
1.2.9	Board of Education kept informed.
1.2.10	Evaluate.

TABLE V

PROGRAM DOMAIN: DIVERSE EDUCATIONAL SERVICES
ELEMENT: LEGISLATION AND FUNDING (1.3)

Numeric Code	Objective for Legislation and Funding in Latchhey
1.3.1	Request to Board of Education for seed money.
1.3.2	Write for a grant from social services.
1.3.3	Search for other funding sources.
1.3.4	Include legislators in information flow.
1.3.5	Search for state money.
1.3.6	Determine fee charges for after school care.
1.3.7	Appeal to service groups for assistance.
1.3.8	Obtain donations of goods from businesses.
1.3.9	Set up accounting procedures and payment schedule.
1.3.10	Evaluate.

TABLE VI

PROGRAM DOMAIN: DIVERSE EDUCATIONAL SERVICES ELEMENT:
TRAINING AND TECHNICAL ASSISTANCE (1.4)

Numeric Code	Objectives for Training & Technical Assistance in Latchkey
1.4.1	Volunteers briefed on how to make contacts.
1.4.2	Texts, writings, informational material available.
1.4.3	Search the law for supportive regulations.
1.4.4	Have in-service for volunteers and paid staff.
1.4.5	Brief all staff at the latchkey site.
1.4.6	Brief custodial staff and include them in plans.
1.4.7	Contact food service to seek process for snacks.
1.4.8	Get help on installation of cordless telephone.
1.4.9	Work out procedures for enrollment.
1.4.10	Evaluate.

TABLE VII

PROGRAM DOMAIN: DIVERSE EDUCATIONAL SERVICES ELEMENT:
COMMUNITY IDENTITY AND SUPPORT (1.5)

Numeric Code	Objectives in Community Identity and Support in Latchkey
1.5.1	Plan assessment procedures and decide distribution.
1.5.2	Develop survey tool and distribute.
1.5.3	Determine widest range of need.
1.5.4	Learn what parents normally pay for care.
1.5.5	Council members brief local child care service.
1.5.6	Decide how to deal with busing from other schools.
1.5.7	Attend regular Chamber board meetings to report.
1.5.8	Procedures articulated on limits of pilot program.
1.5.9	Parents responding to survey kept informed.
1.5.10	Evaluate.

assistance, and community identity and support which were required in these plans?" Not all of the experts at the state and local levels were familiar with the elements. However, they were shared. There was no disagreement with the use of the five elements.

3. "Are the domains selected (Minzey, 1974) the domains which are most used in community education. Are there others?" The answer to this question was affirmative until Larry Decker took issue with the language which he considers to be good but out-of-date. In other conversations with the experts, we all came to final agreement to use the Decker goals rather than the Minzey components. For the sake of this study, those goals are now considered to be the components on the matrix and in the taxonomy.

4. "Are the domains (components) constricting? Can they be combined? Can they be broadened?" Consensus was that as they are meshed on the matrix, that the elements provide the widest possible parameters since objectives will be articulated as needs are expressed within the local units by program volunteers. The experts agree that this model provides parameters which are "fluid" and "flexible" enough to categorize any idea, event, program, process, or activity a community education council might bring about.

5. "Do you think that there would be need to expand the program areas to include other program development?" The answers to this question was integrated into the text in this chapter in the discussions concerning program areas. A consensus was reached not to add other program areas but to expand on the program areas already established and well accepted as exhibited in the state plans.

6. "Do you think that the six areas are too broad?" The consensus was that the six components established by Minzey (1974) needed to be more inclusive. The decision was made to use the more expanded version of program areas developed by Decker (1990).

7. "Do you think that the state plans exhibit a diverse approach to planning?" The general response from the national experts considered that there is a need for a more consistent approach. Kowalski (1986) considered that the major advantage of the matrix would be a provision for a typology that could be used for research and for practitioners.

8. "Do you feel that community education programs operate as if they are isolated and unaffected by outside influences? Would you recommend a universal tool?" The answers at state and national levels were affirmative that people working at the local levels feel isolated in those states where there is not funding from the state level. This question brought mixed responses from all those interviewed. Local people feel the pressure of the outside influences and are developing programs to deal with these pressures. All interviewees expressed affirmation for the work to find a tool which might be helpful in connecting the work of community education from the local level onward.

9. "Is there sufficient commonality in the existing plans from which a model might be developed?" The answers included the assent that the plans were a very good beginning for finding out how well organized state planning for community education is. The elements produced by the national committee were a great help; however, the study of the plans reveals that there was not a full embrace of the

elements within the plans.

10. "Would you consider it important, in view of reporting programs to a state, regional, or national inquiry, to develop consistent objectives under each of the 30 segments of the resulting taxonomy on the matrix, eventually?" Answers varied. Some interviewees did not see the possibilities for use at either the regional or the national level, therefore, development of objectives would not be necessary; however, they did agree that generic objectives exist and are common to all community education programs. They held that the domains and the elements are consistent and were worthy of building upon. Some held that the widest usage would be at the local level where the objectives would become much more specific. There was no consensus upon the development of objectives to include with this study.

Other questions which were included in this study gleaned the following answers:

11. "Do you think the matrix would be a usable process for council work?" The experts agreed that it has strong possibilities for use beyond the local level. Weaver mentioned a scenario in which the reporting is done to the state on the focused observation forms noting that weaknesses would show up quickly if nothing was going on in one of the cells of the matrix. It would flag to the state agency that something needed to be done either in the training and technical assistance area or in one of the other element areas.

12. "Do you think the matrix may be usable at other levels than local such as state, regional, national?" The answers focused on the need at all levels to know what is going on in community education.

The state level experts hold great hope for a better understanding of which might come as a result of the use of the matrix.

13. "Are the principles of community education as articulated by Decker necessary to the development of this model?" Agreement is that those principles already exist but may not be well articulated. There is a need to understand program parameters. The principles are basic to the understanding of community education and should be widely disseminated.

14. "Is the matrix worthy of being a model for planning?" Program practitioners who have used believe that it provides a better understanding of what really goes on in their arenas. It has been used in various ways to share the scope of community education volunteers. It provides a means of articulating what community education does.

15. "How would you feel that a planning model might be helpful?" Practitioners felt that the plan would be more helpful in the local arena where the work calls for training and retraining of volunteers for renewal of the effort. Experts at the state level are not sure. National level experts were cautious in their comments. There was some confusion as to how the plan might work.

Weaver (1987) also noted that in the community improvement component that there is an emphasis on the national level among community education leaders to face future issues (environmental or population). The leadership element in the community improvement component would indicate the need to convene groups to start dealing the problem areas. The training and technical assistance element in the community improvement component may indicate to state or national leaders that local leaders must be trained.

Practice in community education through programs and process with the use of the elements as goals for establishing objectives was accepted as a viable means of conducting a thorough look at community issues. Kowalski (1986, p. 29) commented, "The matrix would outline the various components as well as examples of work that is done in each area. This would be especially useful to community education councils in that it would assist in goal setting and setting priorities."

Considering the Literature

Concern for the acceptance of a plan, which may be considered an innovation, would point up the need to consider the study of how innovation and diffusion can be used to facilitate the process of acceptance as noted by Lewin (1951) in his model for designing evaluations. Methodology noted in the interviews and conversation in the search for consensus incorporated this process.

The "Community Education State Planning Guide 1987" by DeJong offered a format which could be used in the process of devising objectives at state levels with state advisory boards. It was not a process used in the development of the planning model; but, it may be considered as methodology and a procedural guide for further implementation of state or national planning.

The Interlibrary Loan Model gives methodology which, when used with the five elements and the six components in a matrix, may provide the user with a tool which can be used for "checking up" to see if each of the areas in a module have been considered.

Summary

This Chapter included the analyses of the information from the state plans. Other findings from local, state, and national experts was collected and analyzed in this chapter.

CHAPTER V

PRESENTATION OF THE MODEL

Introduction

This chapter deals with the development of the model which is proposed as a basis for planning in community education at the local and state levels. Information gathered from the qualitative study was useful in formulating the final product.

The strength of community education lies within the local community. A strong state association and/or state agency for community education would reflect strong local programs. A strong national association with strong governmental connections would reflect strong state programs. It was to that goal that this effort was contributed.

Planning to Plan

Planning is a means of systematically matching needs and resources with identified goals and objectives for the future. Planning is a continuous process where anticipating and preparing for contingencies, and forecasting while assessing probabilities is done (Burbach and Decker, 1977).

In community education, planning provides the direction needed for the development of the six components generally found in most

school-based community education programs. Based upon the six domains (called components by Minzey, 1974) accepted by the experts as program standards and criteria, the five elements (also accepted by the experts) will yield the thirty goals from which program objectives may be developed by community education practitioners and volunteers. Such guidelines might be used in developing action plans for a period of time: from one to five years. The domains and the elements are listed:

Domains	Elements
1. Diverse Educational Opportunities	1. Leadership
2. Broad Use of Resources	2. Networking
3. Citizen Involvement	3. Legislation & Funding
4. Community Improvement	4. Training & Technical Assistance
5. Social/Human Services	5. Community Identity & Support
6. Interagency Cooperation Public-Private Partnership	

Model Preamble

-This model recognizes that a creative process, such as community education, is a continuing effort to define and redefine problems for best solutions.

-It recognizes that needs in different locales vary.

-It recognizes that problem-solving is a process of eliminating possible options.

-It recognizes that policies vary from place to place.

-It recognizes that resources (funding or otherwise) vary.

-This model is to provide guidelines for any group of community education volunteers and/or practitioners interested in developing community education programs to meet special needs of their

populations.

-It allows for flexibility and creativity in satisfying objectives in any situation.

-It provides a framework for cooperation without restrictions.

-It provides a framework for continuity from place to place.

-It can be used for any size program.

-It is intended for use at the local, the state, the regional, and the national levels.

Model Guidelines

A vehicle for planning, this plan was designed for analysis, assessment, reporting, evaluating, and for documenting program goals and objectives. It is through such an activity that action plans can be developed. The matrix was the result of this study. Procedures were developed as a result of working with all power bases in a school district. Since it is important to connect agencies, clubs and organizations in the work of the community, it is important to include their representatives in the work of planning. The use of the matrix, as a model for planning, is proposed as a tool for facilitating the process. The matrix is found in this chapter; and, the focused observation sheets are in Appendix D.

Contact is made with a broad cross section of the school district to attract representatives from all clubs, groups and organizations to the council meeting when the brainstorming sessions begin. Best assessment occurs if those representatives have come onto the council at least two months prior to the beginning phases of the year. This normally happens during the summer months but not later than the

beginning of the school year. Council work for the new year usually begins as the previous school year ends. It is important to gather information on the school district and community needs from representatives of groups.

1. Brainstorming is done by advisory councils.
 - a. Identify problem(s).
 - b. Search for causes of expressed need.
2. Alternatives for solving problems are sought.
 - a. Small group work.
 - b. Use of the matrix.
 - (1) Attention to the domains to identify the program component where the problem falls.
 - (2) Attention to the elements to identify the possibilities for understanding the ramifications of the problem.
 - c. Alternative for solution is decided.
 - d. Objectives are written on the focused observation sheet.
 - (1) Assignments are made.
 - (2) Dates, times, and places are set.
 - (3) Work begins.
 - e. Reporting is done on the focused observation sheet. Each member of the committee is given one as a reminder.
 - d. Work begins on development of objectives
3. Evaluations are done based on the objectives set forth as well as from input from the committee. Notations are made directly onto the focused observation sheet.

It is important as the work progresses that the community education director, coordinator, or staff person monitors the work asking the questions concerning the objectives set forth. These people as advisors, are enablers who provide administrative support and encouragement.

The administrator of the community education department in the school district may find it helpful to do a domain analysis of all programs which fall under the parameters of the community education office. By using that analysis as a working tool along with the matrix

and the focused observation sheet, the activity of the volunteers may be enhanced and facilitated.

The matrix which displays the interaction of the program domains and the elements is displayed on the following page. The five pages immediately following the matrix are focused observation sheets which accompany the matrix. The sheets displayed are for the program domain of "Broad Use of Community Resources," and the elements are the five elements accepted for this study: leadership, networking, legislation & funding, training and technical assistance, and community identity and support. It would be appropriate to use this particular set of focused observation forms for planning the use of school facilities by the patrons of the school district. Tables VIII through XIII follow:

Columns may be added to the focused observations sheets by committee members or by program coordinators who are working on program components for the purpose of noting dates or to note completion of activity. Objectives are developed by committees and plans for action are accepted by councils; the action can be noted either with a check mark or some other means devised by the program volunteer or manager. If the state advisory board uses the matrix, they may want to collect from community education locales which components in which they are working. The guidelines (as constructed) allow the flexibility and creativity to satisfy local, and state objectives. There was not agreement among the experts that regional, and national entities would use the model.

TABLE VIII
MATRIX OF PROGRAM DOMAINS AND ELEMENTS

Domains	Elements				
	1. Leadership	2. Networking	3. Legislation & Funding	4. Training & Tech. Asst.	5. Community Identity & Support
1. Diverse Educational Services	1.1.1 1.1.2 1.1.3	1.2.1 1.2.2 1.2.3	1.3.1 1.3.2 1.3.3	1.4.1 1.4.2 1.4.3	1.5.1 1.5.2 1.5.3
2. Broad Use Community Resources	2.1.1 2.1.2 2.1.3	2.2.1 2.2.2 2.2.3	2.3.1 2.3.2 2.3.3	2.4.1 2.4.2 2.4.3	2.5.1 2.5.2 2.5.3
3. Citizen Involvement	3.1.1 3.1.2 3.1.3	3.2.1 3.3.2 3.2.3	3.3.1 3.3.2 3.3.3	3.4.1 3.4.2 3.4.3	3.5.1 3.5.2 3.5.3
4. Community Improvement	4.1.1 4.1.2 4.1.3	4.2.1 4.2.2 4.2.3	4.3.1 4.3.2 4.3.3	4.4.1 4.4.2 4.4.3	4.5.1 4.5.2 4.5.3
5. Social/Human Service	5.1.1 5.1.2 5.1.3	5.2.1 5.2.2 5.2.3	5.3.1 5.3.2 5.3.3	5.4.1 5.4.2 5.4.3	5.5.1 5.5.2 5.5.3
6. InterAgency Coop/Public-Private Partnership	6.1.1 6.1.2 6.1.3	6.2.1 6.2.2 6.2.3	6.3.1 6.3.2 6.3.3	6.4.1 6.4.2 6.4.3	6.5.1 6.5.2 6.5.3

TABLE IX
FOCUSED OBSERVATION SHEET, BROAD USE OF COMMUNITY
RESOURCES, LEADERSHIP, 2.1

Objectives

2.1.1

2.1.2

2.1.3

2.1.4

2.1.5

2.1.6

2.1.7

2.1.8

2.1.9

2.1.10

Program Domain: 2. Broad Use of Community Resources
Program Element: 1. Leadership
Program Component: To be determined by Advisory Council

TABLE X

FOCUSED OBSERVATION SHEET, BROAD USE OF COMMUNITY
RESOURCES, NETWORKING, 2.2

Objectives

2.2.1

2.2.2

2.2.3

2.2.4

2.2.5

2.2.6

2.2.7

2.2.8

2.2.9

2.2.10

Program Domain: 2. Broad Use of Community Resources
Program Element: 2. Networking
Program Component: To be determined by Advisory Council

TABLE XI

FOCUSED OBSERVATION SHEET, BROAD USE OF COMMUNITY
RESOURCES, LEGISLATION AND FUNDING, 2.3

Objectives

2.3.1

2.3.2

2.3.3

2.3.4

2.3.5

2.3.6

2.3.7

2.3.8

2.3.9

2.3.10

Program Domain: 2. Broad Use of Community Resources

Program Element: 3. Legislation and Funding

Program Component: To be determined by Advisory Council

TABLE XII

FOCUSED OBSERVATION SHEET, BROAD USE OF COMMUNITY
RESOURCES, TRAINING AND TECHNICAL
ASSISTANCE, 2.4

Objectives

2.4.1

2.4.2

2.4.3

2.4.4

2.4.5

2.4.6

2.4.7

2.4.8

2.4.9

2.4.10

Program Domain: 2. Broad Use of Community Resources
Program Element: 4. Training and Technical Assistance
Program Component: To be determined by Advisory Council

TABLE XIII

FOCUSED OBSERVATION SHEET, BROAD USE OF COMMUNITY
RESOURCES, COMMUNITY IDENTITY AND SUPPORT, 2.5

Objectives

2.5.1

2.5.2

2.5.3

2.5.4

2.5.5

2.5.6

2.5.7

2.5.8

2.5.9

2.5.10

Program Domain: 2. Broad Use of Community Resources
Program Element: 5. Community Identity and Support
Program Component: To be determined by Advisory Council

Scope of the Model

The responsibility of using the model lies within the leadership of the community education program at any level: local, state, regional or national. The leadership may be hired staff or it may be volunteer representation from the community. Whether the program is organized at the state level or the district level, personnel who are trained as practitioners or in leadership positions would initiate the process and would articulate the purpose for which it would be used based upon requests from any area whether it be a board of education, a state level advisory council, or a group of local citizens.

The process may be prescriptive, evaluative, or objective. However it is used, the intent is that it be liberative and descriptive of what is actually occurring in the local, state, regional, or national programs. The technical terminology is restricted to the six domains (components of community education) and to the five elements which comprise the model. Any additional language may be derived at the local level as a result of assessing the existing programs or enlarging them based on the matrix. Objectives which would be developed would be based upon the combination of the domains and the elements of the "model." Those objectives would make up the completed taxonomy from which theoretical process may be drawn.

How The Model Works

The program areas (or the domains) and the elements are already recorded on the matrix. They are meshed on the 30 cells which are provided as a result of the charting. These small boxes (or cells as

referred to by Weaver) will contain the domain/element objectives as decided upon by the volunteers after the brainstorming for the year has been done. The results of the brainstorming will tell them which of the domain/component areas they will concentrate upon as they begin to develop their objectives when they specifically attend to the five elements on the matrix. The methodology for using the matrix will depend upon the structure and/or flexibility needed within the locale.

The matrix might be used as an assessment tool after a program has been done. The five elements might become a checklist of or a reminder of the areas which may need to be addressed. Leadership might call for a memo to the board of education or a visit with the Superintendent. Networking might remind the practitioner that a resource agency would be helpful, legislation and funding might indicate the possibility for grant writing, training and technical assistance may be necessary, community identity and support would remind the practitioner to do press releases and/or make especial effort to recognize the volunteers who are working on the project especially to the club or organization from whom the representative came.

Weaver (1987) envisioned use from the national level coming as a result of a national emphasis where reporting from the states indicates weakness in one domain. A reminder to a national team might include the preparation for training and technical assistance to that state agency or for the practitioners who might provide state leadership.

Summary

The model is designed to provide a framework for cooperation. Since it is recognized that some states or some local programs may be

better equipped because of a more indepth development of state and local programs, the "model" has few restrictions. As the model is more well-defined (through usage) where the initial objectives are more elementary and the later ones more complex, each community education program using it may find that they can more easily assess their own growth and see the extent to which they can aspire. Some of the objectives may or may not be appropriate to every community education program; however, narrative information to indicate those constrictions would be sufficient to disallow those criterion when evaluating the program.

Until the development of the five-year state plans, community educators had not developed a process to build on the commonalities, a means of assessing differences, nor a way to link community education programs to strong entities for capacity building. Community education programs are not anchored to theory nor do they have a means for obtaining support for any of the objectives in the present five-year plans. The understanding of what community education is and what it does from state to state as well as from community to community is of great concern. While diversity is one of the greater strengths of community education, it may be the reason there is disagreement regarding the definition of community education.

Therefore, it is essential that a methodology be devised by which procedures and patterns which are consistent from program to program, regardless of the level, be developed. The methodology in a new taxonomy ("A Model State Plan") has been developed in this study.

This chapter dealt with the formulation of the model state plan for state capacity building. It is based on the efforts made at the

grassroots level with the belief that if community education is good there that it can be good at the state level, also.

CHAPTER VI

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Summary

Research has shown that cultural patterns in the variety of locales across the nation dictate the extent to which community programs in each locale can be organized. However, this research has shown that there are procedures and patterns which are consistent from locale to locale and are usable in any environment. Those procedures and patterns can be used to develop a consistent approach to the development of new community education programs, the assessment of needs in communities and schools, process development, and evaluation. This research has shown that there are domains which are widely accepted which comprise what community education is. Those domains have been accepted and remain consistent from state to state. Now, we have elements which provide an orientation toward goal setting.

Culture sets up its own instructions for carrying out activities within communities (Spradley, 1980). Over the years in the development of community education across the United States, England, and Africa, community education writers have observed cultural meaning systems and subsystems which are globally accepted by community education practitioners and volunteers. This study showed that legitimate recording and reporting of activities, which are part of the subsystems

in community education, can be done.

Part of the problem with "what community education is" has been that neither volunteers nor practitioners nor school administrators have known what the legitimate parameters of community education have been. Now, within the matrix of accepted domains and elements along with the well worn tools of community education there can be a better understanding of the identity of community education.

The concept of community education is an inductive process which has led the Mott Foundation to the development of the five-year state plans. Now that we can have a clearer understanding of what community education is, the ordinary tools of community education may cause practitioners and volunteers to be more productive.

Using qualitative methods of study in which 47 state plans were assessed for patterns, common language, building blocks for procedures, and categories of programs there was considerable information which became available for analysis. The use of interviews with practitioners and experts in the field made it possible to derive a consensus that a model is needed for documenting and reporting current situations in community education for the purpose of understanding and building theory. Analysis, assessment, and evaluations may be done from the same basis using the model developed in this study.

A search of the literature led to the analysis of existing models and plans which are currently in use for program building. The analysis of the literature as well as of program models and plans did not yield one specific model by which a state plan could be built. The search did yield an assimilation of ideas which were merged into the matrix. These ideas created the basic taxonomy for establishing

objectives for any program development or assessment. Whether the matrix can be used at the regional and/or national levels was not established in this study.

This study was designed to pursue the possibility of a planning model which would be an encouragement to practitioners and leaders in the field thereby providing the necessary motivation to use it. This model was first constructed and based upon program components developed by Minzey (1974). It was also based upon community education elements which were used in the current forty-seven state plans. As the research progressed, the information which came in from practitioners and from the experts called for a more up-to-date version of the six components. The one developed by Decker was used in the matrix and was finally accepted by the experts. The six domains (which Decker calls goals) are consistent with the intent of the Minzey components.

With such a matrix, the taxonomic process which emerged, could be useful for local use in several ways: assessing proper objectives for planning, the development of action plans which could become an integral part of the direction for a full school year at the local level or for a full five-year plan.

The model may be used as a road map. It is a guide. It is a plan of action using locally developed objectives once program decisions and alternatives for problem resolution have been accomplished. It can be used in assessment, development, or evaluation. It can be more liberating than constraining because there are no limitations as to how many objectives might be developed in any of the 30 cells provided by the matrix. It will give local and state programs, (and maybe regional, or national level programs) the opportunity to assess

dimensions of programs from the more elementary to the more complex.

Conclusion

Consensus among those interviewed was that a planning model for community education provide a consistent approach throughout all community education programs. It would assist in defining what is expected of such programs. The model itself is usable on a day-to-day basis as it is written; therefore, the information would become retrievable based upon the need for the information at any given time.

The planning model would discern whether, and to what degree, objectives set out by local councils have been met. It would discern the degree of participation in state objectives by local entities once the local objectives are developed. The local involvement will drive the direction of the state plan thereby returning some of the local effort to the community yet giving the local communities a connection and a say at the state level.

A planning model will assist in networking and sharing of pertinent information concerning leadership, networking, legislation and funding, training and technical assistance, and in community identity and support. Linkages can be formed between the local settings to the state and maybe (eventually) to the national organizations. Weaver and Kowalski expressed anticipation of new linkages being formed as a result of this study.

Finding common programs and means by which to convey the data would assist in laying the groundwork for research and development of a knowledge base for community education. Consistency in reporting procedures will give local staff a reflection over a period of time the

extent to which evaluation can assist in renewal.

A benefit of the model is that program data, which can be collected from the use of such a model, may be available for research studies. Experts agree that the plan which emerges from the matrix can be useful in the pursuit of state initiatives for the further development of community education. The experts agreed that such a matrix in the planning model will provide a typology which more nearly articulates the parameters of community education.

Reporting from the states to the national level will give some measure of what is actually going on in the field; this information can be used to encourage beginners, to celebrate successes, to assist in evaluations, and to note the development of trends noted above. Praxis (theory unified with action) can occur. Choices which may not have been known to local entities can be made available to them as a result of the matrix. State agencies and/or advisory councils may use the matrix to empower the local units. This action will create further possibilities for deepening process development at the state level.

This model maintains the essence of the value of the diversity of communities across the nation. It does not restrict action in any segment of the population. For example there are three very disparate communities within the Derby USD 260, in Sedgwick County, Kansas. Those communities have diverse demographics. They vary as to transiency of the populations. They each have their own goals and objectives. Sometimes they are similar; sometimes they are too different to share. However, the interaction on the basis of a tripartite effort is beautiful to behold. They are representative of many differences, but they share concerns and are willing to work

together. This planning model will provide them a better means of establishing their credibility as problem-solvers and community supporters.

Recommendations

The processes which have led to the development of the recommendations were inspired by one of the models for social change mentioned in Chapter II. The process of social change consists of three sequential steps: invention (new ideas are created), diffusion (new ideas are communicated to members of the social system), and consequences (changes that occur within the social system as a result of the adoption or rejection of the innovation) (Trujillo and Rogers, 1980).

The acceleration of diffusion would include the following: the development of innovations which have clear relative advantages, the testing of the innovations under operational conditions before adopting them on a wide scale, and the establishment of an organization to facilitate change and self-renewal in the social structure (Trujillo and Rogers, 1980).

The recommendations which follow are based upon the relative advantages of the new planning model which were developed in this study. The recommendations include concepts which are the means for communicating the planning model to members of the social system, the process for providing the means of testing the innovation under operational conditions before adopting them on a wide scale, and the establishment of an organizational approach to facilitating change and renewal in the social structure. With these concepts in mind,

recommendations follow:

1. Recommendations for the national level would include the following with reference to the "State Community Education Implementation Awards" (Decker, 1989).

In the individual states, planning is an ongoing process, and the state plan contains strategies and activities for implementing various sections of the plan. A competitive selection process to fund approximately twenty-five State Community Education Implementation Awards will continue to generate interest and momentum at the state level. The awards will focus on implementing the strategies related to what is to be done next and/or what needs to be done next to advance community education in the particular state (Decker, 1989, p. 168).

a. First, fund the 25 states (which qualified for the awards for the development of the five-year plans) for a third year for the purpose of training state representatives and advisory board members in the use of the matrix at the National Center for Community Education (NCCE). Further funding for a two-part pilot program in the field done by those trained at NCCE for providing the training and technical assistance to other state and local community education people is recommended. Phase one of the pilot program would be for training and technical assistance of local people in the 25 states. It would be done for the purpose of preparing to implement the matrix. It would be essential that those trained at the national level take the responsibility for providing the same kind of training and technical assistance for those other people at the state and local levels.

b. Second, conduct a review of the existing five year state plans using the matrix of program domains and the elements in the 25 states which qualified for the awards. This process would be the second phase

of the pilot program mentioned in the recommendation above and would be done to insure that the state plans are productive at the local level and the state levels. This activity would require the continuance of the activities of the Community Education State Planning Project Committee as an umbrella organization for consistency in organizing the effort.

c. Third, that Decker continue the work started on the five-year state plans would be essential to maintain the value and credibility of the work already done.

d. Fourth, a recommendation for national level consideration, is the use of a national clearinghouse for community education which would provide the resources and facilitation for disseminating information and other cooperative efforts to enhance state level and local level capacity building. The clearinghouse might be the means through which the data collection and research might begin as a result of doing the analyses provided by the matrix.

e. The fifth recommendation for the national level committee on future directions for community education would be to address some of the harder issues facing communities today. The matrix would be applied to such an issue as the diminishing work force where economic development is threatened (depending upon the locale), and the need for training and retraining impacts whether business may thrive. It may be possible to establish national level mandates which would give local and state community education programs an understanding of their responsibility in that particular program component.

2. Recommendations for the state and local levels would include the following:

a. So that grassroots sections of any state become aware of the availability of a model which is less constraining and one which articulates the parameters of community education program concepts, the recommendation is that state level practitioners become trained in the use of the model for planning; and, then, they would provide the training to representatives of local programs. Any state plan has impact at the local level. To achieve a congruence from the local to the state to the national, this effort is essential. (This recommendation may be dependent upon the training and technical assistance provided by the NCCE.)

b. The strength of the planning model comes from the strengths which already exist in community education but have not been understood. The recommendation is that community education practitioners take the planning model to Board of Education members to discuss the possibilities of the use of the model in their school districts.

c. Once it is clear what the program objectives are and the extent to which community education programs can be used for the K-12 process, it would be possible to broaden the access of community education to the traditional academic structure. This type of study can provide the pursuit of less traditional means of teaching "hard to teach" youth in less traditional settings. This recommendation suggests a study of programs across the nation where community education courses or programs may be integrated into the regular academic program.

The planning model would provide the credibility for community education which has been needed so that certified community education practitioners may become involved in the regular academic structure of

the school district.

d. It is recommended, further, that state education agencies begin assessing the community education departments of school districts within the 25 states receiving the awards to explore the possibility of requiring certification for community education directors and/or practitioners.

e. The difficulties education administrators face in cutting back the regular programs as a result of a reluctance of tax-payers to support public schools bodes an ominous threat to the future of public education. Community education councils may not have realized the extent to which they can become involved in bringing an awareness to all the people of a community that education is a lifelong process. Schools and education are available though there may be 75% of the population who do not have children in the K-12 programs. School district boards of education and administrators must face the realities of serving the larger population if they are to continue to take the property taxes from them to support the academic activity mandated for the K-12 programs. A strong recommendation is for the implementation of the planning model at the executive level of the school district. Applied against program areas, as they are established in the various buildings, and using the philosophical goals or elements found to be important by the board of education members, the planning model would provide a basis for building credibility and trust for the work of the district.

3. Another recommendation would include research possibilities for looking at the data which will emerge as a result of using the model. Examples of research which might be conducted might include a

look at how community education programs impact the regular academic curriculum; a look at what degree community education volunteers are more involved in decision making at the dynamic center of the school district; or, a look at the personal growth factor of individuals who have become involved in decision making at a more powerful level.

Summary

Olsen (1954), noted the characteristics of community education as follows:

- improves the quality of living here and now
- uses the community as a laboratory for learning
- makes the school plant a community center
- organizes the core curriculum around the processes and problems of living
- includes lay people in school policy and program planning
- leads in community coordination
- practices and promotes democracy in all human relationships

These characteristics are viable and consistent across all arenas where community education exists. Integrating the concept into all aspects of educating is still possible in view of the many undercurrents of social and family changes. Kowalski and Fallon (1986) note that the involvement of community in school affairs may increase the possibility of conflict. They note that conflict affects efficiency; decisions cannot be made quickly when many are involved; however, they ask, "But is efficiency the sole criterion of a good

school system?" They go on to note that while it is inevitable, it may be healthy so that emerging educational issues may be addressed.

Education administrators who are dealing with public school education are looking for means to restore public confidence (Kowalski and Fallon 1986). Community involvement where the system is open to the community may be the process needed to build the necessary trust in the system.

Therefore, it is important to consider how to make a good thing better. Now is the time to gather the best resources available to bring new answers to old and growing problems within the changing scenes across the nation. Community Education may not be the whole answer, but it may provide the best possible resource on the horizon at the moment. Finding models, plans, ideas, and solutions to meet the needs of individuals and institutions head on is paramount for the continuance of a developing and yet dissipative society. The time has come to find new avenues. This study is one such effort.

As the eye cannot get along without the hand, neither can the school without the home, nor the school and home without the community. Each becomes necessary to the welfare of the others; all must work together in the interests of childhood and of desirable living for all men in every community. Although the leadership belongs to public education, the responsibility belongs to all (Yeager, 1939, p. 9).

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APPENDIXES

APPENDIX A

LETTER SENT TO ALL PARTICIPANTS:
PRACTITIONERS AND NATIONAL
EXPERTS

February 27, 1990

TO:

SUBJECT: THE DEVELOPMENT OF A MODEL STATE PLAN FOR COMMUNITY
EDUCATION

FROM: Georgia W. Bradford

1. Thank you for agreeing to assist me in the development of a model state plan for community education use. The enclosures are as follows:

a. The matrix which is composed of the six components generally accepted as major headings (under which most community education effort comes) and the five elements constructed by the Community Education State Plans Committee;

b. The five sheets which represent the five elements of community education and might be tied to each program component.

2. Would you please consider what objectives might be and write down the ones you believe important in the work of community education councils? Would you also make any comments concerning the use of such a tool in a community education office?

3. I am sending other program components to other people who might have different perspectives in the work of community education. I would like to continue dialogue with you while I am in the process of working through which program objectives might be more feasible.

4. I appreciate your consideration and any ideas or suggestions you might have as you look at this project.

5. Please let me hear from you by phone (call collect) or by mail at your convenience. (Telephone numbers were included.)

The strength of community education lies within the local community. A strong state association indicates strong local programs. A strong national association indicates strong state programs. It is to that goal that this effort is contributed.

MODEL PREAMBLE

The following information is set forward to provide anticipation from breaking down barriers which limit progress:

-This model recognizes that a creative process, such as community education, is a continuing effort to define and redefine problems for best solutions.

-It recognizes that needs in different locales vary.

-It recognizes that problem solving is a process of eliminating possible options.

-It recognizes that policies vary from place to place.

-It recognizes that resources (funding or otherwise) vary.

-This model is to provide guidelines for any group of community education volunteers or practitioners interested in developing community education programs to meet special needs of their populations.

-It allows for flexibility and creativity in satisfying objectives in any situation.

-It provides a framework for cooperation without restrictions.

-It provides a framework for continuity from place to place.

-It can be used for any size program.

-It is intended for use at the local, or the state, and maybe the regional and national levels.

SCOPE OF THE MODEL

The responsibility of using the model lies with the community education program at any level. Whether the program is organized at the state level or the district level, personnel who are trained as practitioners or in leadership positions would initiate the process and would articulate the purpose for which it would be used based upon requests from any area whether it be a board of education, a state level advisory council, or a group of local citizens.

The process may be prescriptive, evaluative, or objective. However it is used, the intent is that it be liberative and descriptive of what is actually occurring in the local, state, regional, or national programs. The technical terminology is restricted to the six domains (components of community education) and to the five elements which comprise the model. Any additional language may be derived at the local level. Objectives which would be developed would be based upon the combination of the domains and the elements of the model. Those objectives would make up the completed taxonomy from which theoretical process may be drawn.

SUMMARY

Until the development of the five-year state plans, community educators had not developed a process to build on the commonalities, a means of assessing differences, nor a way to link community education programs to strong entities for capacity building. Community education programs are not anchored to theory nor do they have a means for obtaining support for any of the objectives in the present five-year plans. The understanding of what community education is and what it does from state to state as well as from community to community is of great concern. While diversity is one of the greater strengths of community education, it may be the reason there is disagreement regarding the definition of community education.

Therefore, it is essential that a methodology be devised by which procedures and patterns which are consistent from program to program, regardless of the level, be developed. The methodology in a new taxonomy for use in a local and state planning is the result of this study.

APPENDIX B

QUESTIONS IN THE STUDY

Research questions:

1. Is there sufficient information in the current five-year state plans from which a planning model might be developed?
2. Does practice in program and process in community education provide possibilities for strengthening the concept of community education when linked with the elements established for use in the five-year plans?

Questions Used in Interviews:

1. Would a model state plan assist in the development of a consistent approach to planning in community education across the nation?
2. Are you familiar with the state plans?
3. Are you familiar with the elements of leadership, networking, legislation and funding, training and technical assistance, and community identity and support?
4. Are the domains selected (Minzey, 1974) the domains which are most used in community education? Are there others?
5. Are the domains (components) constricting? Can they be combined? Can they be broadened? (This question continued to be a topic of conversation throughout the study.)
6. Do you think that there would be need to expand the program areas to include other program development?
7. Do you think that the six areas are too broad?
8. Do you think that the state plans exhibit a diverse approach to planning?
9. Do you feel that community education programs operate as if they are isolated and unaffected by outside influences?
10. Is there sufficient commonality in the existing plans from which a model might be developed?
11. Would you consider it important, in view of reporting programs to a state, regional, or national inquiry, to develop consistent objectives under each of the thirty segments of the resulting taxonomy on the matrix, eventually?

Another Set of Questions Used in Telephone Conversations:

1. Do you think the matrix (which consisted of program elements across the horizontal plane and the program components along the vertical plane) would be a usable process for council work?
2. Do you think the matrix may be usable at other levels than local such as state, regional, national?
3. Are the principles of community education as articulated by Decker necessary to the development of this model?
4. Is the matrix worthy of being a model for planning?
5. How would you feel that such a model might be helpful?

APPENDIX C

ARTIFACTS IN FOCUSED OBSERVATIONS

**DERBY USD 260**

March 2, 1990

TO Sue Fryer, Editor
Daily Reporter

SUBJECT FACILITY USAGE IN USD 260

FROM *George W. Bradford*
George W. Bradford, Director of Community Education

1 The enclosures will give you some idea of how the USD 260 Board of Education makes the buildings available to the public. The process is as follows:

- a If there is a need (whether organizational or individual), a telephone call to the community education office will initiate the paperwork for usage.
- b The paperwork goes from the community education office to the building administrator who clears the calendar for that building and reserves the space for the purpose mentioned on the facilities request form.
- c The paperwork is signed at the building and comes back to the community education office where the activity is logged into a district calendar.
- d The authorization for use occurs at that point, and the paperwork is sent out to the user showing that the facility requested has been reserved for them for that specific date and time.
- e Since the building request forms are in carbon packs, each person who must know about the usage gets a copy (including the building custodian).
- f Usually, the initial telephone call will determine whether or not the needed facility is available, however, it is possible that the paperwork might be disapproved somewhere in the process. It takes approximately a week to determine the authorization. Because the request appears possible initially, does not mean that it will be authorized until it has been through the whole process.

2 Since facilities usage is up, it is important that patrons apply for usage well in advance of an activity. There is a system of priorities and class structure for usage. This system is part of the USD 260 policy handbook and approved by the Board of Education. Seldom is anyone disallowed to use a facility. If a group is pre-empted because of academic need, the personnel in the community education office makes every attempt to find a "like" facility somewhere else.

3 The key system for use on the weekends and holidays when custodians are not in the building and when they are not required for the activity, is at the Derby Police Department. Those keys are made available to USD 260 patrons only.

4 Thank you for publicizing this process.

COMMUNITY EDUCATION REGULATIONS**USE OF BUILDINGS**

1. The facility must be used for the purpose noted on the request form.
2. An adult representative of the group will be the first inside the facility and the last to leave to assure the custodian on duty that all of his group has left the building and to make sure that the facility can be returned to the same condition as it was before entering. One representative must take responsibility for any group.
3. The individual or group using the building will be charged for time spent in the facility beyond time agreed in the contract.
4. Renter must check with the building official or head custodian twenty-four hours in advance of his arrival to confirm the accessibility of the equipment he has requested.
5. Moving, securing scenery, securing lighting, operating public address systems, and similar matters must be accomplished under the direction of an employee of the Board. All such requests must be outlined upon the "Request for Use of Facilities."
6. The renter assumes financial responsibility individually and on behalf of his organization for any part of the school or contents made available therein that may be damaged or stolen during the hours the building was in use by the organization.
7. USD #260 has the right to add additional personnel beyond that listed on the contract if necessary to have the building readied for school usage.
8. Use or possession of alcoholic beverages or drugs is strictly prohibited and no person shall be allowed to participate in or observe events while they are under the influence of alcohol or drugs. Disorderly conduct is prohibited in all school buildings. Use of tobacco products is prohibited. Smoking is not allowed in any school at any time. Requestor shall be responsible for unacceptable behavior as mentioned above. Failure to abide by this regulation may result in the requestor being barred from use of the facility.
9. School cafeterias and kitchens may be used only when regularly employed personnel are in charge except for access to water.
10. Payment of USD #260 employees shall be made only by the Board of Education.
11. The district is relieved from responsibility for any damage or loss of any person while attending activities scheduled by any group.
12. District personnel shall have full jurisdiction of the building and its contents while he/she is on duty covering the activities of any group.
13. A custodian may not be required when in the opinion of the building principal it is not necessary.
14. Use of Derby USD #260 facilities for personal gain or profit is considered on a case by case basis. Requests must be in writing to the Director of Community Education prior to application for use.
15. Adequate supervision must be planned prior to the event being scheduled (recommendation of one adult supervisor for every 25 people). The USD #260 will not be responsible for supervision when the facility is acquired by any group.

PROCESS FOR FACILITIES USAGE IN USD 260

The use of school facilities is subject to the following priorities outlined by the Board of Education:

1. PRIORITY ONE: School or school related activities;
2. PRIORITY TWO: Community Education programs and courses offered for district residents' consumption;
3. PRIORITY THREE: Other tax supported institutions in the community;
4. PRIORITY FOUR: In-district business, churches, civic clubs, community events and individuals.
5. PRIORITY FIVE: Out-of-district groups, churches, etc., whose programs include district residents.

EXEMPTIONS TO FEES:

- a. CLASS I: No building rental fees shall be charged to the following groups for activities serving Derby USD 260 residents:
 - (1) School affiliated organizations including, but not limited to parent teacher groups, booster clubs, alumni associations, or community education meetings.
 - (2) City of Derby governmental units.
 - (3) Local (public school age) youth groups (for meetings only) including but not limited to Boy Scouts and Girl Scouts.
 - (4) Any group presenting information or activities which are consistent with the district's community education philosophy.
 - (5) Derby Chamber of Commerce.
 - (6) Civic and community organizations as identified by the most recent Chamber of Commerce publication.

All above groups may incur custodial expense when custodians are not already on duty.

- b. CLASS II: Minimal fees (as found in the regulations) shall be charged to local non-profit and service organizations.
 - (1) Local churches (must be geographically located within the boundaries of Derby USD 260).
 - (2) Private individuals.
 - (3) Private or social groups.
- c. CLASS III: For profit business concerns, sectarian, partisan, and non-local groups or organizations shall not be granted rental rights without approval by the Board at which time the rental fees will be set.

UNIFIED SCHOOL DISTRICT NO 260
120 EAST WASHINGTON
DERBY, KANSAS 67037

Directions Complete and submit all copies of this request to the Director of Community Education no later than one week prior to the date of your event

REQUEST FOR USE OF SCHOOL FACILITIES Requestor		
1 Requestor's Organization		2 Date of Request
3 Building Desired	4 Rooms Needed	5 Activity
6 Dates desired From To	7 Circle Days of Week M T W TH F SAT SUN	8 Attendance Expected
9. Opening Time/Starting Time	10 Ending Time	11. USD 260 Employee Needed? Yes No
12 Expectations from Custodial Employee		
13 Expectations from Kitchen Employee		
14 If food is to be served without Kitchen Employee, describe in detail		
15 Is equipment needed? Give exact data, diagram, and location on an attachment (note policy on reverse side)		
16 Names of Supervisors attending activity		
17 Requestor's Name, Address and Phone Number (Print)		
18. Signature of Requestor		

PERMIT TO USE SCHOOL FACILITIES Principal		
1 Approved as requested Yes No		2 Resubmit, Dates unacceptable Yes No
4. Custodial personnel required Yes No		5 Kitchen personnel required Yes No
3 Work Order needed Yes No		
6. Date of Approval		
7 Comments or other contingencies		
8. Signature of Principal or Designee		

AUTHORIZATION TO USE SCHOOL FACILITIES Director of Community Education		
1 Authorized Yes No		2. Fees Yes No
4 Amount per hour Custodial personnel		5. Amount per hour room rental
3 Amount per hour Kitchen personnel		
6 Date of Authorization		
7 Comments or other contingencies		
8 Signature of Director of Community Education		

Distribution of copies
White, Community Education ___ Blue, Principal ___ Pink, Service Center ___ Yellow, Applicant

USD 260 facilities available for use

By Suzanne Fryer

USD 260 facilities are available for usage by the public by following certain guidelines and restrictions. The district buildings are available for use by groups during after school hours and on weekends. The schedule for use is generally tight but scheduling ahead of time is possible.

There is a system of priorities and class structure for usage. The system is part of the USD 260 policy handbook and approved by the Board of Education. If a group is pre-empted because of academic need, the personnel in the community education office makes every attempt to find a similar facility elsewhere in the district.

The application process for facility usage is fairly clear-cut. Interested parties can start by calling the community education office to initiate the necessary paperwork. The paperwork is passed to the

building administrator who will clear the calendar and reserve the space for the requested purpose. The paperwork goes back to the community education office where the activity is logged into a district calendar.

The authorization occurs at the community education office and the paperwork is then sent back to the requesting party noting the facility has been reserved for their activity.

The authorization process takes approximately one week. Generally, the initial telephone call will determine the availability of the facility. However, the paperwork may be disapproved somewhere along the line.

If facilities are being used on weekends and holidays when custodians are not on duty, the keys can be obtained from the Derby

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Facilities

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Police Department. The keys are made available for USD 260 patrons only.

The use of school facilities is subject to the following priorities outlined by the Board of Education:

- Priority one: School or school related activities
- Priority two: Community Education programs and courses offered for district residents' consumption
- Priority three: Other tax supported institutions in the community
- Priority four: In-district business, churches, civic clubs, community events and individuals
- Priority five: Out-of-district

groups, churches, etc., whose programs include district residents.

One representative must take responsibility for any group. The renter will assume financial responsibility individually and on behalf of the organization for any part of the school or contents made available that may be damaged or stolen during the hours the building is in use by the organization.

Use or possession of alcoholic beverages or drugs is strictly prohibited. The requesting party is responsible for the behavior of the group while they are in the building. Adequate supervision is re-

quired prior to the event. Community Education officials recommend one adult supervisor for every 25 people. USD 260 will not accept responsibility for supervision when a group rents the facility.

USD 260 facilities are made available to any and all district patrons. The community education office is willing to answer questions and concerns from interested parties about facility usage. The program has been successful so far and with community cooperation it will continue to provide needed services for Derby residents.

APPENDIX D

FOCUSED OBSERVATION SHEET

PROGRAM DOMAIN: (Select one)

- 1. Diverse Educational Programs
- 2. Broad Use of Facilities
- 3. Citizen Involvement
- 4. Community Improvement
- 5. Social/Human Services
- 6. Interagency Cooperation/Public-Private Partnerships

ELEMENTS: (Select one)

- 1. Leadership
- 2. Networking
- 3. Legislation & Funding
- 4. Training & Technical Assistance
- 5. Community Identity & Support

PROGRAM COMPONENT: (To be determined by Advisory Council)

INSTRUCTIONS: Record objectives based on the PROGRAM DOMAIN/COMPONENT as it is impacted by the PROGRAM ELEMENT. (Example: If you are working in "1. Diverse Educational Programs" and "1. Leadership," your objectives will be numbered as follows: 1.1.1, 1.1.2, 1.1.3, 1.1.4, etc.)

VITA

Georgia Walton Bradford

Candidate for the Degree of

Doctor of Education

Thesis: CAPACITY BUILDING FOR COMMUNITY EDUCATION: A PLANNING MODEL

Major Field: Educational Administration

Biographical:

Personal Data: Born in Fort Valley, Georgia, September 24, 1935, the daughter of Clarence W. and Mary S. Walton. Married to Robert W. Bradford on August 11, 1989.

Education: Graduated from Fort Valley High School, Fort Valley, Georgia, in June, 1953; received Bachelor of Arts degree in Sociology from Wesleyan College, Macon, Georgia, in May, 1970; received Master of Arts degree at the University of Texas at San Antonio, San Antonio, Texas, in May, 1984, with a major in Educational Administration; completed requirements for the Doctor of Education degree at Oklahoma State University in May, 1990.

Professional Experience: Elementary Teacher, 1965-1967; Lead Teacher/Principal, Shy Linkou Air Station, Taiwan, Department of Defense, 1975-1976; Executive Director of American Diabetes Association, New Mexico Affiliate, Incorporated, 1977-1979; Education Services Officer, Cam New Amsterdam, Holland, Department of Defense, 1979-1982; Director of Community Education, USD 260, Derby, Kansas, 1984-present.