A STUDY TO DETERMINE SOUND PROCEDURES FOR ORGANIZING
AND CONDUCTING A COMMUNITY COUNCIL

APPROVED:

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A STUDY TO DETERMINE SOUND PROCEDURES FOR ORGANIZING
AND CONDUCTING A COMMUNITY COUNCIL

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CHAPTER I

INTRODUCTION

The purpose of this study is to determine sound procedures for organizing and conducting a Community Council. There have been voluminous writings in recent years on certain phases of school and community life, but scarcely any of these deal specifically with a coordinating agency such as the Community Council.

The educational program of a community consists of the total range of experiences of individuals in the environment to which they are exposed. The school is the special agency set up by society to guide and direct the learning processes, but it can never be the receptacle holding all of the factors that influence learning. Home, parents, radio, press, church, charitable agencies, youth organizations, and others must take their proportionate share of the responsibility in molding the lives of all the people of the community. There are often so many of these agencies seeking to perform indeterminate functions in education that there is a great waste of time, effort, and, in many cases, money.

Steps are being taken to bring about the elimination of unwholesome conditions in the community through what is commonly called the Coordinating Council procedure.
these councils the school takes an active part, often assuming the leadership of the community in its endeavors to improve the conditions—social, economic, political, and industrial—under which the youth of the community grow up. It is proposed to center this paper upon the role of the community school in the organizing and conducting of such a Community Council.

Definition of Terms

**Community Council.**—By Community Council is meant that agency which, with the leadership of the school, is able to bring the people and their many different organizations together so that their efforts may be synchronized in finding solutions to their common problems.

**Community.**—By community is meant not a geographical area but a much more flexible area which changes from day to day. Cook defines the term "community" in these words:

Like other common sense words, community needs careful definition. Even in technical usage, it has come to mean a number of different things; it may be used to designate a special social group, such as a family, a gang, or a church. It may be applied to an inclusive racial or cultural group such as the far-flung Jewish people, or it may be used in reference to the world as an interacting whole. While these usages are different and hence confusing, they are rooted in one common element. In each instance the community indicates a number of persons who feel bound together by common objects of value.

For our purposes the community is simply a particular type of spatial group plus its culture, an activity circle which embraces the inhabitants of an area and functions in a specific manner. More concretely defined, a community is a population aggregate, inhabiting a contiguous territory, integrated through common experience,
possessing a number of basic service institutions, conscious of its social unity, and able to act in a corporate capacity. This definition will bear further scrutiny.

Population aggregate seems preferable to social group because of its broader sweep. The size and make up of this population cannot be set down a priori. It must be large enough and homogeneous enough to function as a community.

The idea of contiguous territory means simply that a community exists somewhere. It has spatial placement, a geographical locus on the land. Unlike a political unit, such as a census tract, or a health district, such a community area is neither fixed nor formal, neither unchanging or sharply delineable. It is in essence a natural area, an area revealing a common culture and a local consciousness, and it can be bounded and mapped. It will have a center of dominance, lines of communication, and transportation, and an outer rim or periphery. Families within the area will participate in varying degrees in its life, and hence will belong to the community. Families at the rim will be pulled in more than one direction because of the overlapping of adjacent communities. They may shop here, vote there, and attend church in still another town center.

Integrated through common experience implies an historical pact in which community members took part as of which they are aware. This is not of necessity the authentic history of the area. It is the fact and fiction, the sufferings and rejoicings, as told by the old settler, the local orator, the aged family patriarch. It is the living past, the totality of great land marks in the group's struggle for existence. To share in the heritage identifies one as a community member, an insider who knows the ups and downs of a people's life and feels a sentimental attachment to that life.

The number of service areas a community must have before it is accorded full community status, is not known. In reality the question is not how many institutions it has but of what kind. By common consent it must contain a sufficient variety of want-satisfying agencies so that its members may live a large part of their routine existence within the locality if they so desire. Presumably this would mean shops and stores, schools, churches, leisure facilities, relief and welfare agencies, agencies of police action and communication.

Consciousness of local unity is much the same as community spirit. It means that the community has become an object of thought and feeling on the part of its members. They refer to it by name, keep in touch with
its life when away, and extol its virtues, boost for its betterment. Like self-consciousness, awareness of spatial unity exists in degrees, varies with external circumstances, and is susceptible to deliberate manipulation. On occasion it may divide a town into hostile camps, separated by only a road or a river, but held apart by impassable barriers of ill will and social distance.

The ability to act in a corporate capacity is the paramount test of community unity. A crisis arises, a flood, a fire, removal of a community plant, a population shift, a racial conflict, normal life routines are interrupted. The community must act to preserve its existence. If the crisis is successfully met, the group may be stronger as a consequence; if it cannot be met social disorganization results and the community's existence may be endangered. In the long run the ability to act in a corporated capacity in an age of rapid change is a natural test of fitness for survival. Weak communities become strong, and strong communities become weak, depending in part on leadership and organization.¹

The above definition is used in order to distinguish the term "community" from unorganized districts that do not meet all of the requirements. It is realized that the Community Council itself will enable the people of such unorganized districts to become a unit by their very efforts to solve their problems. Since the Community Council will depend to a great extent on the school for its leadership, much will be said in this discussion about the Community School.

Most of the community areas of North Texas and Southwestern Oklahoma are of fewer than twenty thousand population and are predominantly rural. Since the majority of these

¹Lloyd Allen Cook, Community Backgrounds of Education, pp. 27-28.
communities are now nothing more than unorganized districts, the problem of the Community Council is one of paramount importance today. This study will be limited to the type of school and community predominant in North Texas and Southeastern Oklahoma.

Sources of Data

Sources of data include books, periodicals, pamphlets, surveys, unpublished master's theses, and actual community experiences from a wide range of various types. These data will be used to set up criteria of soundness whereby possible procedures may be analyzed and evaluated, and from which conclusions and recommendations may be drawn as a solution to the problem of organizing and conducting a Community Council.

Related Studies

Related studies include those that have been made in the broad field of public relations. A brief resume of some of the more pertinent of these studies is given together with an explanation as to how they differ from the present study.

Elmtown's Youth.—This volume² is a study of the way the social system of a Middle Western Corn Belt community

²August B. Hollingshead, Elmtown's Youth.
organizes and controls the social behavior of the high school age adolescents reared in it. The book describes the relationships existing between the behavior patterns of 135 adolescent boys and girls and the positions occupied by their families in the community's class structure. Seven major areas of social behavior are covered--the school, the job, the church, recreation, cliques, dates, and sex.

The material is presented in five parts. Part I discusses the problem on which the research was focused, using statistics and Elmtown's own stories as bases. Part II provides the communal, family, and social setting of the study. Part III tells the story of 390 boys and girls who left school prematurely. Part IV is a summary and conclusion dealing with the question of what can be done to mitigate the problems which are present in this small town.

The purpose of Hollingshead's study is to awaken the people to a realization of what American society, as it now is, has done to the boys and girls reared in it. This volume is an important contribution to the study of community cooperation in showing the need for coordinating the efforts of the school and the community in eliminating the distressing conditions among youth which it depicts.

The study of Elmtown's youth was made to test the hypothesis that the social behavior of adolescents is related functionally to the position of their families in the
social structure of the community. For this purpose the families were divided into five classes which reflected their social standing in the eyes of the community. These classes were established by showing that they differed by the possession of a complex of traits which we call class culture. The study concludes that the youths who came from the five classes possessed distinctly different behavior patterns in their participation in the community's social life. It also shows that the family life of the adolescent is responsible to a great degree as to how he behaves in school, church, job, recreation, play, and family.

The author further concludes that the class system he depicts will, unless abandoned in time, undermine American democratic ideals. These five classes, he finds, were formed as a result of the thinking which looks upon financial success as the criterion of social acceptance. This ideology assumes that those on top are a result of the American system of free enterprise and that those on the bottom of the heap are there because of their worthlessness or lack of ability to make money. This assumption causes those adhering to it to reverse it as a sacred law which must not be changed, and which, per se, must be defended as their inalienable right to deny those beneath them in the social structure the opportunity of changing their class. These conclusions show the terrific task facing the school and the community which seeks to eliminate class barriers and to
educate the youth for living according to the American creed that all men are created with equal opportunities for success.

In addition, the study shows that the 345 adolescents who quit school prematurely were forced out by the contempt in which they were held by the youth of the more privileged classes, and, worst of all, by the faculty and the administration itself in their efforts to remain in the good graces of the upper classes.

The author finally concludes that the men and women with American democratic ideals will have to indict the class system rather than the school or any other one organization. Those class systems which deny the Declaration of Independence and the Constitution will have to be destroyed before American youth can practice the ideals professed in theory. This is the challenge which American society faces today.

It is felt that the preceding problem has definitely shown the necessity for the combined efforts of all the people—school, parents, professional as well as laymen, and youth itself in solving the problems now confronting society.

Hollingshead's study differs from the present one in that Elmtown's Youth is primarily a survey of the unwholesome conditions existing in some degree in the majority of the communities of the country as a whole.
A Study to Determine Sound Administrative Steps in the Organization of a Community School.—In his study Allen deals with the specific role of the administrator in establishing and maintaining a community school as defined by Olsen.

The author's conclusions may be briefly summarized as follows:

1. A community school should be organized when there is a need for it, and the need should be discovered by the people themselves.

2. All community resources should be utilized.

3. A coordinating council should be composed of all existing agencies of the community with all the people given the right to share in its policies and actions.

4. Continuous evaluation of the quality of living of the pupils and the faculty of the school should be developed.

Allen's study differs from the present one in that only the school and the administrator's role in helping to create a community school are considered.

A Study to Determine Some Sound Administrative Procedures for Organizing the Community School Curriculum.—Davis arrives at the following conclusions in her study on the organization

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of the community school curriculum in which she undertook to determine sound administrative procedures to be carried out:

1. The school's processes should conform to democratic principles.

2. The curriculum should evolve from the needs and aspirations of all the people served by the school program.

3. The ten principal needs of youth as listed by Olsen must be met by the community school.

4. The four areas of living should extend vertically and horizontally through the curriculum.

Davis's study differs from the present one in that it deals only with the curriculum as applied by the faculty and the students of the community school.

Further background for the present study is furnished by the Colbert Community Council of Colbert, Oklahoma.

This council was organized October 1, 1948, as a result of the need for community beautification and for improving sanitation and public health. The writer, who is the superintendent of schools of the Colbert Independent School District Number Four of Bryan County, was chosen as chairman of the council at a mass meeting of the people. The following agencies were represented: the Parent-Teacher

Association, the Garden Club, the Methodist Church, the Presbyterian Church, the Baptist Church, the Church of Christ, the Town Council, the County Health Officer, the Cemetery Association, the County Engineer, and the people from three outlying territories. It was decided to allow two representatives from each participating agency with the public invited and urged to be present at each meeting.

An executive committee was appointed from the elected representatives. This committee was to be presented with suggestions for community cooperation, and they were in turn to make recommendations to the council as a whole.

Several worthwhile community projects were successfully carried out, such as beautifying the cemetery, planting a redbud trail along six miles of highway leading to Lake Texoma, and surveying the water systems of neighboring communities with the aim of voting bonds for the installation of a municipally owned water works.

Colbert community is primarily an agricultural region. The town of Colbert has a population of approximately nine hundred. The school district covers one hundred square miles. Nearby districts which have been incorporated in the school district but which still maintain their identity as villages are Flatter, Cartwright, and Pearson.

The need for community coordination in such an area is vital to the welfare of all its people. As a result of the need to learn more about the psychological, democratic, and
sociological bases upon which to build community cooperation, this problem was selected as being the most important to the writer's future as a school administrator, to the future of the school, and, above all, to the future of the youth and adults of Colbert community.
CHAPTER II

CRITERIA OF SOUNDNESS

In establishing the criteria of soundness which will be used to evaluate possible procedures for organizing and conducting a Community Council, three types of criteria will be considered under the general headings of democratic, psychological, and sociological bases. An attempt will be made to validate these criteria by referring to what is considered to be accepted proofs arrived at by educators who in turn have been able to validate their theories both by precept and actual practice. Since groups of people must learn to coordinate their activities, how people learn and what constitutes learning will be examined.

Psychological Soundness

Hopkins says that in the most general sense, "learning is any change in the behavior of an organism."¹ This definition raises the question of what causes people to have a desire to change. If unwholesome conditions in a community are to be eliminated, the answer must be sought in sound psychological reactions of people. This conclusion leads to a survey of pressures which cause people to change their

¹ Thomas R. Hopkins, Interaction, the Democratic Process, p. 136.
behavior. These pressures are needs of the people of which they are aware. "A need represents any disturbance within an individual which he feels so keenly about that he wants to resolve it in order to achieve a new equilibrium."²

The characteristics of the needs or cravings of people which lead them to group planning and evaluation have been effectively organized in many treatises. The Association for Supervision and Curriculum Development of the National Education Association found that

1. Every normal human being desires to grow and learn.
2. Every normal human being has special interests and attitudes.
3. Every normal human being wants to belong, to have status in, and recognition by the group.
4. For the healthy individual and society, the life process is continuous, and so is growth and education.
5. Human desires and attitudes, like human experiences, are of many kinds.
6. Self-confidence is a prime requisite to the adventurous, healthy, continuous learning.
7. An order, a logic, a form for experience is desired by every person.³

There are many types of experiences that people can have. Not all of these experiences are conducive to learning. The highest type of experiences which the community school can promote is that which begins with and grows out of the felt needs of the people. In order to have a high

²Ibid., p. 219.
³Group Planning in Education, 1945 Yearbook of the Association for Supervision and Curriculum Development of the National Education Association, p. 142.
type of experience there must be a high type of interaction among the people participating in any community action.

The six levels of interaction in order of their desirability as expressed by Hopkins are:

(1) Compulsion, working for rather than with someone; (2) compromise, where each group or individual gives up some of his ideals for concessions by the others; (3) exploitation, those with better brains "use" the others; (4) bargaining, getting other people to aid in achieving one's purposes by paying them in some form, usually as little as possible; (5) leadership, some person is able to clarify the needs of the group and suggest ways to satisfy them; (6) democratic cooperation, when purposes are formulated and accepted by everyone, every individual accepts his responsibility for some part of the plan, yet he carries full responsibility for the success of the entire enterprise.4

Other criteria of needs or cravings of the human being, as expressed by Lynd, are:

- The human personality craves the sense of growth, of realization of personal powers, and it suffers in an environment that denies growth or frustrates it erratically or for other reasons than the similar needs for the growth in others.
- The human personality craves to do things involving the felt sense of fairly immediate meaning.
- The human personality craves to have physical and psychological security (peace of mind, ability to count on life's continuities) to the degree that will still leave with the individual control over the options as to when and where (for the fun of it) to venture into insecurity.
- The human personality craves coherence in the direction and meaning of the behavior to which it entrusts itself in the same or different areas of its experience. Contradictions and conflicts within the rules it learns from the culture, create tensions and hinder functional satisfaction.

The human personality craves a cultural setting that offers active encouragement to creative individualization in terms of the whole range of one's personal interests and uniqueness.  

Criterion I.--"A school community program should be developed when need for it is shown, not merely because other areas are doing it."  

Criterion II.--In addition to a long term program for handling the situation, says Olsen,  

... a plan should be made for dealing with emergency cases. No learning is isolated. It is always continuous and from each problem solved will come many others which have grown from it. It is from these emergent cases that the community can also do things involving a felt sense of fairly immediate meaning.  

Criterion III.--"As much knowledge as is available and practicable should be brought to bear upon the problem by the people who will engage in its solution."  

This knowledge can be obtained if the people are working upon the solution of a problem which is their own and one which they have expressed. "An individual must work on his own needs in order to achieve other aspects of experience such as continuity, unity, sociality, and creativeness."  

There are many sources which can be utilized to obtain the necessary knowledge for the solution of community

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5 Robert S. Lynd, Knowledge for What?, pp. 192-197.
6 Edward G. Olsen, School and Community Programs, p. 437.
7 Ibid., p. 438.
8 Ibid., p. 439.
problems. First, there are documentary materials. These usually are capable of providing experiences which, while of a low type, give help by studying the experiences of other community efforts.

Second, there are resource visitors and interviewers living in every community who can be of invaluable assistance.

Third, field trips can be made to acquaint the people with their environment.

Fourth, surveys can be made which will take the people beneath the externals, where a real study of their personal lives can be carried out.

Fifth, work experience can be provided by the school and the community so that the people may come closer to the affairs of life.

**Democratic Soundness**

**Criterion I.**—"The cooperation of the school staff and community leaders should be enlisted after a complete unbiased presentation of the situation has been made to the people whose aid is sought."

This criterion can be validated democratically. The people of a democracy have an inborn right to be informed of the community changes anticipated and to be a working part of them. "An assumption of the doctrine of democracy is that of

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10 Olsen, op. cit., p. 438.
the essential dignity of all men and the importance of protecting and cultivating personality primarily on a fraternal rather than a differential basis.\textsuperscript{11}

Democratic education guarantees to all the members of its community the right to share in determining the purposes and policies of education. Also, democratic education teaches through experience that every privilege entails a corresponding duty, every authority a responsibility, every responsibility an accounting to the group which granted the privilege of authority.

In addition, democratic education demonstrates that far-reaching changes, of both policies and procedures, can be carried out in orderly and peaceful fashion, when the decision to make the changes has been reached by democratic means.\textsuperscript{12}

A major goal of democracy is the treatment of each individual so that he will develop to his fullest potentiality, both as an individual and as a member of groups. In a democracy the individual is not lost in the group nor is he sacrificed to the group. The individuality of each is enhanced by cooperative action.\textsuperscript{13}

\textsuperscript{11}Charles E. Merriam, \textit{The New Democracy and the New Despotism}, p. 264.

\textsuperscript{12}"The Hallmarks of Democratic Education," p. 196.

\textsuperscript{13}\textit{Group Processes in Supervision}, 1948 Yearbook of the Association for Supervision and Curriculum Development of the National Education Association, p. 20.
Criterion II. - "A Community Council is primarily an advisory and catalytic agency, not a super-administrative one." 14

Here all of Hopkins' levels of interaction are discarded except the one of democratic cooperation, where the entire group is fully responsible for the planning and execution of its objectives. The council then is to seek every opportunity to provide experiences of the highest type to the most people possible.

Sociological Soundness

The present day community, national, and world pattern requires the knowledge and practice of techniques and of cooperative behavior as never before. It takes the best thinking and efforts of many individuals and groups to solve the problems of today.

The process of individual growth in cooperative, inter-dependent living is democracy in action. Every person in American society is a member of several groups and it is imperative that the processes through which group unification and productivity develop become a part of the experience of everyone. 15

14 Edward G. Olsen and others, School and Community, p. 371.
Criterion I.--"Help from all available community and outside sources should be solicited and utilized."\textsuperscript{16}

"The next democratic assumption is that desirability of popular control in the last analysis over basic questions of policy and direction, with recognized procedures for the formulation of such controls and their execution"\textsuperscript{17} is sound. This, then, is truly government with the consent of the governed.

Democratic education has as its central purpose the welfare of all the people. Democratic education serves each individual with justice, seeking to provide equal educational opportunity for all, regardless of intelligence, race, religion, social status, economic condition, or vocational status. Democratic education liberates and uses the intelligence of all. Democratic education equips citizens with the materials of knowledge needed for democratic efficiency.\textsuperscript{18}

Criterion II.--"The community school seeks to operate continuously as an important unit in the family of agencies serving the common purpose of improving community living, and it also shares with the citizens in the responsibility for the identification of community needs and the development of subsequent action programs to meet these needs."\textsuperscript{19}

\textsuperscript{16} Olsen, \textit{op. cit.}, p. 436.

\textsuperscript{17} Merriam, \textit{op. cit.}, p. 122.

\textsuperscript{18} "The Hallmarks of Democratic Education," p. 196.

\textsuperscript{19} Olsen, \textit{op. cit.}, p. xiii.
Democratic education makes efficient use of personnel, teaching respect for competence in positions of responsibility. Democratic education uses democratic methods in classroom, administration, and student activities. Democratic education respects the basic civil liberties in practice and clarifies their meaning through study.\textsuperscript{20}

The processes of curriculum development and of improving instruction involve changing the factors interacting to shape the curriculum and the supervisory program of inservice training. Major factors are physical environment, desires, beliefs, knowledges, attitudes, and skills of the persons served by and serving the schools. In brief, this means people changing and changing people. Changing people demands skill in the techniques of the processes of change.\textsuperscript{21}

One of the aims of education is to equip the individual to take his place in society—in the world of groups. The best preparation possible for this procedure is participation while in school or an ever-increasing level of maturity in democratic group processes.\textsuperscript{22}

\textbf{Criterion III.}—"Both indirect and direct modes of attack on the problem can be utilized, every area of school and neighborhood life being explored for the contributions

\textsuperscript{20}"The Hallmarks of Democratic Education," p. 195.

\textsuperscript{21}\textbf{Group Processes in Supervision}, p. 22.

\textsuperscript{22}"The Hallmarks of Democratic Education," p. 196.
each can make in helping to solve the problem.\textsuperscript{23} These attacks upon the problem will lead to many other immediate rewards, such as a feeling of community awareness, of belonging to a group, and of being an actual working part of it.

Democratic education promotes loyalty to democracy by stressing positive understandings and appreciations and by summoning youth to service in a great cause. It also is concerned for the maintenance of those economic, political, and social conditions which are necessary for the enjoyment of liberty.

Finally, in an emerging democracy the ways of democracy need expanding so that all members of society become participants in working together. Common action is best based on group consensus in the action to be taken. Group consensus evolves from an understanding of and a skill in techniques of group action in the techniques of Do-Democracy.\textsuperscript{24}

\textbf{Criterion IV.}-"The head of the school must be willing to recognize that the job belongs primarily to the school itself."\textsuperscript{25}

The school is the only agency which is supported by all the people; its role is therefore of particular importance in the work of the Community Council. There is no clearly

\begin{flushright}
\textsuperscript{23}Olsen, \textit{op. cit.}, p. 438. \\
\textsuperscript{24}"The Hallmarks of Democratic Education," p. 197. \\
\textsuperscript{25}Olsen, \textit{op. cit.}, p. 438.
\end{flushright}
defined line of demarcation between the school and the community. Clapp says,

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 its people is its concern. Where does the school end and outside life 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 for learning. It is, in effect, a place where living and learning converge.26

Criterion V.--"A community council is a cooperative organization of groups and individuals who work together to improve social welfare within a given local community."27 It is assumed with Merriam that "there is a constant trend in human affairs toward the perfectability of mankind."28

This is a fundamental principle of democracy, and the principal one upon which the theory of democratic cooperation is built.

Supplementary Criteria for the Community School

The school, being the one place where everyone in the community has a stake of some type—economic, social, parents of children or otherwise—is of such great importance that supplementary criteria for evaluating the community school will be given.

26Elsie R. Clapp, Community Schools in Action, p. 89.
27Olsen and others, op. cit., p. 371.
28Merriam, op. cit., p. 142.
1. The community school begins its responsibility for better living with the immediate school environment.

2. The community school program is dynamic, constantly changing to meet emerging community needs.

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

4. The community school shares with other agencies the responsibility for providing opportunities for appropriate learning experiences for all members of the community.

5. The community school recognizes improvement in social and community relations behavior as an indication of individual growth and development.

6. The community school develops continuous evaluation in terms of the quality of living for pupils, teachers, and administrators; for the total school program; and for the community.

7. The community school operates in, and creates, a situation where there is high expectancy of what good schools can do to improve community living.29

There are special obligations which the school must assume in order to function effectively in the Community Council. These obligations, according to Olsen and others, are:

1. To provide leadership and to act with others in making and keeping the council a patent educational force in the community.

2. To maintain the democratic values of group discussion, group planning, group decision, and the scientific values of objective thinking about controversial issues.

3. To guide the council in the use of evaluative procedures so that results may be reliably appraised, and purposes adjusted to changing needs.

4. To aid in sensitizing the council's membership to youth needs, youth interests, and youth problems.

5. To endeavor to widen the base of council membership to include young people in the deliberations and encourage them to participate actively in both planning and executing policies.30

29Olsen, op. cit., p. xiii.

30Olsen and others, op. cit., p. 377.
This is an era in which the school must see its objectives clearly and use every resource to attain them. In the beginning the school was a mere cloister dedicated to subject-matter repetition. Then, in its zeal to solve the problems of the world, the school tried to take all the problems of maladjusted individuals and communities upon its shoulders. The third stage, which is discussed in this study, is one in which the responsibility for education lies within the community, and the school retains the responsibility for leadership and service.

Yourman lists the two social functions of the Community School as

1. The community school's function is a residual one in the sense that its primary obligation is to teach all those abilities, skills, attitudes, and ideals which are essential to the students' living and which cannot be learned elsewhere.

2. The community school's function is also a coordinating one because both efficiency and economy dictate that the school does not duplicate what other community agencies are doing nor fail to utilize all the resources of the community to their fullest extent. The school's special obligation is therefore obvious. It is to analyze the minimum educational needs, survey the community to discover to what extent those needs are already being satisfactorily met by non-educational agencies, provide a curricular program to meet the remaining needs, and lead the community in more effectively coordinating its total educative resources for the benefit of all its members, adults as well as children.31

To summarize these rather loosely drawn criteria, the Community Council is an organization that seeks always to

give as many people as possible the opportunity to find out their needs; to promote cooperation among the individuals and organizations of the community in making it a more wholesome place in which to live; to sponsor the study of resources, conditions, and needs; to advance the education of the general public regarding conditions to be improved; and to secure democratic action in meeting local needs through existing agencies, organizations, and institutions.

To validate in a general way this summary of criteria, it is assumed with Merriam that confidence in the possibility of conscious social change is accomplished normally by consent rather than by violence,\(^{32}\) and that when mass gains are made by the people, those same gains—whether social, economic, or of whatever nature—should be diffused through the people by whom they were created as rapidly as possible.\(^{33}\)

Summary

The criteria of psychological soundness include:

1. A school-community program should be developed only when a need for it is shown, not merely because others are doing it. Supplemental criteria of psychological soundness were supplied by Hopkins' definitions that learning is any change in the behavior of an organism; that a need is any disturbance which causes an individual to want to resolve it

\(^{32}\)Merriam, op. cit., p. 145. \(^{33}\)Ibid., p. 120.
in order to achieve a new equilibrium; that the six levels of interaction in which people may participate are in the order of their desirability, including compulsion, compromise, exploitation, bargaining, leadership, and democratic cooperation. Other supplementary criteria of needs supplied by Lynd were: a need to grow and learn, a need for special interests and attitudes, a need to belong to a group, a need that in the life process education be continuous, a need for self-confidence, and a need for an order, a logic, a form for experience for all people.

2. In addition to a long-term program for handling the situation, a plan should be made for dealing with emergent cases.

3. As much knowledge as is available and practicable should be brought to bear upon the problem by those who will participate in its solution.

The criteria of democratic soundness include:

1. The cooperation of the school staff and community leaders should be enlisted only after a complete unbiased presentation of the situation has been made to the people whose aid is sought.

2. A Community Council is primarily an advisory and catalytic agency, not a super-administrative one.

The criteria of sociological soundness include:

1. Help from all available community and outside sources should be solicited and utilized.
2. The community school seeks to operate continuously as an important unit in the family of agencies serving the common purpose of improving community living, and it also shares with the citizens in the responsibility for the identification of community needs and the development of subsequent action programs to meet these needs.

3. Both indirect and direct modes of attacks on the problem should be utilized, every area of school and neighborhood life being explored for the contributions each can make in helping to solve the problem.

4. The head of the school must be willing to recognize that the job belongs primarily to the school itself.

5. A Community Council is a cooperative organization of groups and individuals who work together to improve social welfare within a given local community.

Supplementary criteria for the Community School include:

1. The community school begins its responsibility for better living with the immediate school environment.

2. The community school is dynamic, constantly changing to meet emerging community needs.

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

4. The community school shares with other agencies the responsibilities for providing appropriate learning experiences for all members of the community.
5. The community school recognizes improvement in social and community relations behavior as an indication of individual growth and behavior.

6. The community school develops continuous evaluation in terms of the quality of living for pupils, teachers, and administrators; for the total school program; and for the community.

7. The community school operates in and creates a situation where there is a high expectancy of what good schools can do to improve community living.

8. The community school aids in sensitizing the council's membership to youth needs, youth interests, and youth problems.

9. The community school endeavors to widen the base of council membership so that young people are included in the deliberations and are encouraged to participate actively in the planning and execution of policies.

10. The community school's function is also a coordinating one because both efficiency and economy dictate that the school does not duplicate what other agencies are doing nor fail to utilize all their community resources to their fullest extent.

In order that people may be educated to take part in a program of community cooperation and be enabled to coordinate their efforts to improve unwholesome conditions, certain
principles must be accepted. Everett summarizes these principles as follows:

1. Socialization: It is essential in a democratic nation such as ours that our individualism must be counter-balanced with an acceptance on our part of our responsibility for group planning, group action, and group accountability.

2. Social Action: Once surveys have been made showing community needs, action must be immediately forthcoming.

3. Self-Reliance: Community education must be used so that people may be matured by helping each other to seek more worthy and socially significant goals.

4. Reality: When needs of a community are found, these needs should be real, and have meaning for those participating in resolving them.

5. Socially Significant Learning: Guidance is necessary so that first things will be done first in terms of their social significance.

6. Integration of Experiences: All individuals should develop a sense of values about themselves and the world in which they live. Thus, children as well as adults will be educated to participate in community planning which includes their activities.

7. Long-term Activities: Many of the community projects should be of long enough range to take into it large groups of people.

8. Variety of Significant Experiences: Community education can be adequate only when a wide variety of experiences are made available which will satisfy both adults and children.34

CHAPTER III

POSSIBLE PROCEDURES FOR ORGANIZING AND
CONDUCTING A COMMUNITY COUNCIL

In this chapter the organization of four Community
Councils is studied together with the procedures by which
they were organized and conducted. Suggested techniques
for the school to follow in order to become a community
center are given, and criteria by which the adequacy of
the community may be judged are set up.

In a complex society deliberate public planning is
essential if a satisfactory quality of living for all the
people is established and maintained. Community planning
is one expression of this development and in a sense is a
civic responsibility.

Many private and non-commercial agencies operate
in this field and much valuable planning is done in-
formally. Community planning therefore is a proper
function of all three types of agencies. Any study
of community agencies should therefore seek to dis-
cover what is being done to coordinate all community
activities toward the improvement of the general wel-
fare through conscious planning of future programs
and also what efforts are being made to stimulate
wider awareness of this general need.¹

The chart shown in Table 1 will serve as a guide by
which the Community Council may be organized and conducted.

¹Edward G. Olsen and others, School and Community, p. 68.
<table>
<thead>
<tr>
<th>Community Areas</th>
<th>Social Processes and Problems</th>
<th>Community Levels</th>
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<td>2: Appreciating the Past</td>
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<td>Regional</td>
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<tr>
<td>National</td>
<td>11: Material</td>
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<td>Psychological</td>
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<td>ARE INTERPRETED FOR THE CHILD BY THE SCHOOL</td>
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<th>Documentary Materials</th>
<th>Audio-Visual Aids</th>
<th>Resource Visitors</th>
<th>Interviews</th>
<th>Field Trips</th>
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<td>TO MEET HIS VITAL NEED FOR ADULT COMPETENCE</td>
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*ibid., p. 69.*
Just how is a Community Council started? Perhaps the most practical answer that can be given is the story of how the Gray's Ferry Community Council originated.

1. There was a problem situation. Numerous fights were occurring among pupils on their way home from school. Goods were being stolen from the merchants in the town; children were being beaten or shaken down for money; there were few recreational facilities. These problems led to the people of the community together with the teachers doing something about them.

2. The head of the school, as the most directly responsible for correcting and eliminating unwholesome situations, began to ask questions of the general public in order to ascertain where the solution to the problems lay.

3. An analysis of community resources and their limitations was made by the principals and teachers. This analysis showed that there were many positive resources which could be used to counter-balance the negative factors which were producing the unwholesome situations, provided the positive resources could be coordinated.

4. A few key people were called together and working cooperatively were able to verify and add to the data already gathered by the principal and teachers. A Parent-Teachers Association was formed. Many requests for community coordination of effort were made at the first parents' meeting.

5. Small problems were first attacked by the parents' group, such as aid to the needy, recreation for the youth, and many other projects of a short-time nature.

6. The next step was to venture into a larger organization with long-time goals which required the concerted efforts of more than the parents and teachers. A meeting of all the community leaders was called and urged to attend the organizational meeting where committees were formed to study what community councils do, and to define the boundary lines for the operation of the council. A second meeting date was set.

7. At the second meeting the organization was completed. Officers were chosen, basic principles, purposes and practices were agreed upon.

8. A public mass meeting was called. A large cross section of the public was present, representing practically all community organizations. Many suggestions were made for community environment, and an
executive was appointed for the purpose of reviewing these suggestions and making recommendations concerning them.

9. At a second mass meeting various civic projects were launched, such as a survey of recreational facilities, youth organizations for improving behavior on the streets and in the school. These were accepted by the council and referred to the various community organizations for appropriate action.

10. Provision was made for constantly evaluating the outcomes of the community efforts towards cooperation, such as better pupil-pupil and pupil-neighborhood relationships; improved parent-school relationships; increased participation by adults in activities influencing children; increased use of school buildings by the community; an increase in community consciousness; creation of a means for clearing problems and planning action on them; publicity for all action taken by the council was given full coverage through newspapers, radio, and mass meetings.²

The school, if it is doing its duty, can see the problems of the community earlier and more as a whole in the beginning of a Community Council. Such was the case in Mason, Michigan, when a new school superintendent came to the town.³ The first efforts were made by the superintendent in asking a few of the citizens to advise him on the school problems directly concerning the town. The first year this group met only three or four times.

The next year an expansion of membership was desired. To accomplish this purpose, every known organization in the town was invited to send representatives. These organizations reached into the area surrounding the town and were

²Ibid., pp. 378-383.

³"Community Coordination in Mason, Michigan," The Journal of the National Education Association, XXX (March, 1941), 108-111.
interested accordingly in more than purely local problems. After the first group met, the new council was organized. Their code of working principles was informal. One voting representative was allowed each organization. No restrictions were made as to attendance, the public being invited to participate freely.

The school furnished stenographic help, telephone, postage, and mimeographing, with the superintendent acting as chairman of the council. The school was the nucleus organization, supplying the necessary leadership at first, but attempting to shift it to the community by degrees.

After each general meeting, the executive council met and decided upon the business for action by the whole group. In this case the council was of the referral type rather than a program-sponsoring council. Instead of looking for projects itself, the council merely referred them to the appropriate groups for action, and assisted in bringing the groups together for better coordination. Thus, many groups learned to work together harmoniously.

The Wellston Community Council\textsuperscript{4} is a good example of the program-sponsoring type of coordinating council. It was organized because of a need for cooperation and coordination of existing agencies. The plan originated with the

\textsuperscript{4}Organizing the Elementary School for Living and Learning, 1947 Yearbook of the Association for Supervision and Curriculum Development of the National Education Association, pp. 113-115.
faculty and school patrons. It has now grown to include representatives from sixty agencies, functioning through a board of fifteen members chosen by the council, which acts as the governing body. The plans and policies passed by the board are subject to the approval of the council. Committees are set up within the council for the purpose of carrying out the work in the areas where the need arises. The board acts as an administrative body; that is, it directs the carrying out of the final decisions of the council.

The programs of work are supervised by the agencies directly affected. These agencies report their results to the council which then appraises the results. The council is also continuously making surveys of the community to find out its needs and suggests methods for satisfying them.

The community council is made up of representatives of all groups, both organized and unorganized in the area; these representatives are elected to speak for their groups and represent the council to the agencies. They are the contact people and upon their shoulders rests the success or failure of the cooperation and coordination sought.

The school in Wellston furnished the leadership and counsel necessary for the inception of the Community Council. School property was made available, and young people as well as adults were made a part of the council. The school people never sought to "run" the council, but functioned as
advisors and gave guidance where possible indirectly, allowing others the directing and managing.

The need for a public relations program which will function in giving coverage to the entire community is also fundamental in organizing and conducting a Community Council. It is not enough to enumerate the sources of publicity, such as the school and community newspapers, radio, and open meetings. The purpose here is to delineate these sources with detailed methods.

First, the concept of the specialist in public relations, who uses specific methods in the industrial and scientific world, is too narrow for the school and the community. "The specialist gives out and the public receives" is not for the Community Council. Rather, the council must be an interpretation of the social will of the people. There are two poles of opinion as to how to interpret accurately the will of the people. One group of administrators holds that all publicity for the school and community shall be clearly by the office of a public relations manager who acts as a censor or watchdog over all releases. This is the formal type. The informal type is best represented by that in which the leader, usually the superintendent of schools, circulates at various functions, dropping a word or hint here and there to the right people. Whatever type is used in disseminating news, it should reflect the philosophy of the school and the
community to the extent that all members of the community participate.⁵

In delineating the steps used for building a public relations program which will assist in educating the community for coordination, the best definition is one that interprets the school to the community and the community to the school. To do this, these essentials are recommended:

First, a formal statement of policy is made which includes a generalized description of the program, and suggested means to be used for translating it into action.

Second, definite purposes are set out which the school and community seek to accomplish, responsibilities are placed where the school and community can be sure that credit for success or failure will be honestly assumed.

Third, an established set of principles are formulated by the school and community with parents, teachers, taxpayers acting together.

Fourth, the program starts within the school with the assistance of the administrators, faculty, and students being given every opportunity for expressing themselves.

Fifth, the program is based upon a factual knowledge of the community.

Sixth, special training is given those who are responsible for using the various media for distributing publicity. This training should be given by members as well as to the faculty members of the committee on public relations.

Seventh, the program is democratically organized and administered. Although the leadership ordinarily must begin with the administrators, full responsibility for the program should be equally distributed through the school and community.

Eighth, the services of laymen are utilized by forming an advisory commission of them, which assists in interpreting community opinion.

Ninth, personal contacts are used extensively in feeling the pulse of the community by those who are accepted by the community as friends and neighbors.

Tenth, the number of media for interpreting the school and community is not necessarily large or small. The manner in which the media are used is important. These media should only be used by trained people. Otherwise they are often a waste of time and money, and sometimes downright dangerous.

Eleventh, a systematic appraisal of results is provided, and guess-work as to what is being accomplished is thereby eliminated. 6

Another good channel of school and community public relations is the Community Lay Conference. Parents, pupils, and teachers are invited to attend a planning conference. This planning committee selects the school or community problem to be studied, and the person who will preside at the general assembly. Group discussion leaders are chosen to present the various aspects of the problem selected. From this it is easy to progress to planning participated in by the entire community.

An outline of the proposed plan of the Glencoe community is a good example of how to organize a Community Council.

Name

The plan of community organization shall be designated as the Glencoe Community Educational Center.

Membership

Broadly conceived the Community Educational Center shall be composed of all persons living within the community, with individual and group representation provided by all organized groups within the community.

Purposes
1. To provide an agency by means of which the needs and responsibilities of the community may be formulated in such a manner as to enrich the children and adults.

2. To create means whereby continuous improvement of the community can be achieved through cooperative planning and action.

3. To provide a more realistic education by making the problems of community life the basis of the curriculum.

4. To use every means in promoting social activity that will facilitate the growth of democracy.

Method of Administration
One representative each is to serve as a contact from each organized group in the community. The method and length of time that each shall serve shall be determined by each representative agency. The council shall select its own officers and determine its own rules of procedure.

The functions of the council shall be as follows:
1. To serve as a representative agency whose function is long-time planning in the interest of continuous improvement of community life.

2. To integrate the individual and social needs of all persons within the community by the formulation of broad social policies.

3. To make specific recommendations to the representative agencies of the community whereby community purposes can be achieved with the greatest degree of coordination.

4. To emphasize education as the dynamic force capable of improvement of community life.7

Yeager suggests three plans of organizations of setting up programs of home-school-community relations.

First, a public relations executive is hired in communities of 50,000 or more and he is responsible for administering the program.

Second, the school coordinated plan of organization is sometimes used. This plan retains the administration within the school, and calls upon other leaders of the community to assist in solving problem situations.

7Samuel Everett, The Community School, pp. 80-82.
Usually this means that the superintendent, principal and teachers do most of the execution of whatever plans are evolved.

Third, the coordinating council plan is being used. More than two hundred fifty such councils now being identified in twenty states, though differing widely in plan, organization, and purpose, seem to have the following characteristics:

1. They organize on a community basis.
2. They bring together both lay and professional representatives of all community organizations which are interested in the welfare of children, youth, the family, and the community.
3. They act as counseling or coordinating bodies.
4. They are interested in delinquency and its prevention.

The impetus for organizing the Community Council may come either from within or from without the school. The school, however, is the most logical impetus, not only because of its strategic position, but because of the confidence the public has in it. The school, then, should take a leading part in the movement, in order to justify the confidence which the people have in its leadership.

Some immediate problems such as a safety program, juvenile delinquency, crime prevention, public health, or recreation may provide the occasion to call for organization. The first meetings should clarify the issues to be studied, the program policy, and services to be rendered.

Areas of service should be plainly marked for the school and for the community, usually by the use of surveys. Means should be provided for interchange of ideas.

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8 William A. Yeager, Home-School-Community Relations, pp. 451-452.
Executive leadership must be provided. Upon the success of the community in finding the person qualified for this important position, will in large measure depend the success of the council. Some of the essential characteristics of this executive leader are:

1. Training and experience in surveys, studies and organization.
2. Knowledge of and contact with public and private agencies, their functions and services.
3. Experience as an able speaker and publicist.
4. Sympathetic and accessible to the community.
5. An unbiased attitude toward problems in community planning.
6. An ability to adapt to changing conditions and viewpoints.
7. An ability to initiate activities and to assume responsibility in carrying them to a successful conclusion. In smaller communities the superintendent of schools will be the best qualified for this position, but he should never hoist himself upon the council as such. He should wait until called upon to do so. If someone else is equally or better qualified, he should be big enough to assist in every way possible, always remembering that he should take an active part in shaping the policies of the council as the representative of the school.9

Having given the various methods of organizing a Community Council, the next steps will be devoted to conducting the council in solving community problems. Since the preparation of youth for life in the community is the paramount problem in the country today, the problems will be mostly concerned with the needs of youth and how to fulfill them.

For the purpose of making the school and community function at living, all living can be divided into four

9Ibid., p. 460.
areas: (1) living in the home; (2) living in the community; (3) making a living; and (4) leisure or recreational living. These areas are reflected in the following imperative needs of youth.

1. All youth need to develop salable skills and those understandings and attitudes that make the worker an intelligent and productive participant in economic life.

2. All youth need to develop and maintain good health and physical fitness.

3. All youth need to understand the rights and duties of the citizen of a democratic society and be diligent and competent in the performance of their obligations as members of the community and citizens of the state and nation.

4. All youth need to understand the significance of the family for the individual and society and the attitudes conducive to family life.

5. All youth need to know how to purchase and use goods and services intelligently, understanding both the values received by the consumer and the economic consequences of their acts.

6. All youth need to understand the method of science, the influence of science on human life, and the main scientific facts concerning the nature of the world and of men.

7. All youth need to develop their capacities to appreciate beauty in literature, art, music, and nature.

8. All youth need to be able to use their leisure time well and budget it wisely, balancing activities that yield satisfaction to the individual and those that are socially useful.

9. All youth need to develop respect for other persons, to grow in their insight into ethical values and principles, and to be able to live and work cooperatively with others.

10. All youth need to grow in their ability to express their thoughts clearly and to read and listen with understanding.

How, then, is the Community Council to aid youth in fulfilling the "Ten Imperative Needs?" Olsen says there are ten bridges between the school and the community. These are: documentary materials, audio-visual aids, resource visitors, interviews, field trips, surveys, extended field studies, camping, service projects, and work experiences.\footnote{Olsen and others, \textit{op. cit.}, p. 73.}

Although documentary materials alone provide a very poor type of experiences, they can be a starting point for the Community Council. Some of the sources of material for studying community needs are: the census, local history, files of local papers, town reports, county bulletins, school yearbooks.

One of the most feasible means of supplementing vicarious experience for youth and adults is by means of visual aids. These aids should not be too far removed from the understanding of the people involved. Exhibits representing the lives of the people, their land and customs, can be made. Movies of their everyday experiences and hometown industries can be made and shown together with those of nearby communities similar to their own.

The community can be canvassed for visitors to the council who are able to aid and assist in their understanding of their needs. Their types are many. City and county officials can and will explain their local civic affairs.
Old pioneers can give the past rich with interest for everyone. Food and health can be explained and suggestions made for their improvement by local doctors, nurses, county agricultural agents, and home demonstration agents. Representatives of different religious faiths, creeds, and races can be brought together to discuss their common problems before the council.

Field trips of all kinds are an important source of knowledge for the council. It is amazing how little the average person knows of his community outside of his own narrow orbit of home and job. These trips under the supervision and guidance of qualified persons open new vision for all.

Perhaps the most important of all aids to understanding the community is the survey.

Community analysis must take one beneath the externals. It is not enough to know that there are farm children in the school; one must know the life on the farm. It is not enough to see the stores, the factories, churches, and public buildings; the people must understand what these mean in their lines. To the fact that one thousand people work in textile mills must be added personal acquaintance with the life struggles of those employees. That there are ten churches in the town is a fact without much significance, but the history of ten cults, their leaders' achievements, internal dissensions, and competitive activities may reveal pretty clearly the strength and weakness of that community today.\footnote{John Dewey, \textit{The Teacher and Society}, pp. 739-740.}

These surveys use many methods such as cataloguing community resources, human and natural; most of them, however, are
obtained by personal interviews by the faculty of the school, the parents, and the pupils. The most important of all is usually the survey of recreational facilities which invariably leads to a campaign for prevention of juvenile delinquency.

Extended field studies take the people into regional and national areas which are beyond the financial means of many small communities. Where these are possible, they are a background for inter-sectional understanding. Many of the smaller communities have cooperated in sending their graduating senior classes on extended trips, some for several thousand miles. While these trips are often ostensibly for pleasure, they also assist in giving the youth a wider understanding of the country and its problems.

Group living in camping for the community youth is a great teacher of community living. Here the youth, assisted by the council, have the opportunity of working, playing, eating and sleeping together, and are giving real democratic training in formulating their own rules and regulations.

The true test of the functioning of the council can be determined by the service projects planned and executed. The real challenge to all is the actual work completed. Such a challenge is ably stated in a recent study.

America has a long tradition of democracy, but tradition without actuality is a hollow shell. Today we must recreate the actualities of democracy in order that the tradition may be maintained. Youth must be
given opportunity to face real life situations. By having opportunities to participate with others in vital community activities and to contribute their intelligence to the solution of community problems, youth will again come to respect the worth of individuals, to enjoy the sharing of common interests and concerns, and to believe that the problems of modern life can be solved by the application of intelligence. Only thus can the ideals of American democracy be achieved and maintained.  

Some types of service projects, while not adaptable to all communities, are getting out the voters on important community issues, promoting clean-up days, preventing of disease, campaigning for better government, and providing a speakers' bureau so that efforts toward world peace and understanding may be understood and worked for.

Closely paralleling the service project is work experience for youth. The Community Council can serve best here by cooperating with the school in reorganizing the curriculum to make vocational training available to every pupil desiring it. Employers can be contacted and made a working part of these experiences. It has been found that work experiences can do much toward decreasing juvenile delinquency and the dropping out of school prematurely. As Leonard states,

If education is to deal effectively with the problem of producing competent citizens for democratic living, it must get closer to the affairs of life. Certain abilities vital to democratic behavior cannot be gained without experience with life. Books cannot give us this.

\[13\] Utilization of Community Resources in the Social Studies, Ninth Yearbook of the National Council for Social Studies, p. 11.
We can only achieve reality through participation in community living. Work experience is that necessary corollary to reading and discussion, out of which the man of conviction is made.\textsuperscript{14}

If the curriculum is to be reorganized in order to provide real life work experiences for the students, a program of educating the community to participate in that reorganization is vitally important. The old question, yet ever new, of traditional versus experience type curricula must be resolved. This cannot be done by the school alone, as so often has been learned by those who have attempted it. The vested interests and the intolerant of heart and mind have to be changed by the coordinated efforts of all the community. Again, the survey is an important weapon used to show the statistics of those leaving school, why they left, what work they do to make a living, what the employer in the industries of the community expects his workers to know, and what the wage scale is for various types of work.

The true Community School will go slowly in reorganizing the traditional subject-matter curriculum. Much in-service training of the faculty is the first step. This should be democratically done by the administrators, supervisors, and teachers functioning as a whole. After the policies are laid down which are a result of long planning and which

reflect the philosophy of education of the school; the lay-
men of the community must be encouraged also to participate
in the planning. The students, too, should be made a part
of the planning.

By the participation of all types of people in curri-
culum planning, the school can become a real community center.
Some suggested techniques of accomplishing this aim are here
given.

1. Present a skill demonstration at parent night
such as typing speed and end with a "what's wrong?"
period.
2. Prepare displays at strategic entrances to the
school showing to advantage the progress made in differ-
ent departments and inviting suggestions from adults.
3. Sponsor a get-acquainted program designed to
clarify the working relations of the teachers and the
public.
4. Publish a school activities calendar so that
all the community will be informed as to coming events
at the school.
5. Have specially guided tours of the school facili-
ties encouraging discussion of local occupational oppor-
tunities and for appraisal of school facilities.
6. Sponsor an informational series of display cards
and other objects of art in schoolrooms and corridors.
7. Rotate a series of feature articles in the local
or school publications discussing the answer to local
questions of interest.
8. Set up a professional service bureau to help
parents with educational problems affecting their chil-
dren using all available local sources.
9. Invite lay-instructors to participate in class
activities.
10. Utilize documentary materials supplied by non-
school agencies.
11. Reshow, to adults, in afternoon or evening hours,
films used in classrooms.
12. Sponsor a Vacations Day, having students inter-
view local business men.
13. Prepare a specially annotated series of reading
lists on current topics, special holidays, and occupa-
tional interests for distribution to the community groups.
14. Conduct a community analysis of some basic problem of public interest such as recreation, safety, health, juvenile delinquency.
15. Prepare special inserts for outgoing school mail highlighting some special "week" celebration.
16. Conduct a parent poll made by the social studies group seeking parental opinion on such questions as school dances, school bus conduct, and others.
17. Prepare a radio program to feature special projects of interest.
18. Initiate a community job analysis, carried out by the business education department.
19. Investigate local community history.
20. Demonstrate new school equipment and processes at club meetings and fairs.
21. Invite parents to sit in on staff meetings scheduled to discuss curricular revisions or budgetary plans for purchasing new equipment.
22. Sponsor a part-time work experience program.
23. Encourage teachers to prepare articles describing special methods for professional education magazines.
24. Set up a speakers' bureau of capable teachers and students to participate on panels and to be guest speakers at community service clubs.
25. Provide adequate material and information for the teacher to be familiar with current school and departmental philosophy so that they are able to discuss intelligently school problems and to promote the best interests of their subject matter fields.15

Since the schools today subsist on a reciprocal relationship with the community, the best liaison agent with the public is the students. These boys and girls, being in closest contact with the school program, can be indispensable in educating the public in the school's needs and values.

How, then, are the students to be encouraged to become the harbingers of good to the community? They can and will

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become so if the community school guides them into those atti-
tudes of loyalty and self-government, attitudes which most
people profess in theory but practice very little.

Perhaps no term has been more misused than that of
"student government." Many schools have true student govern-
ment that do not call such government a "Student Council" or
by any other formal name. Participation by the pupils and
the teacher is of the utmost importance in planning.

Group process involves pupils and teachers working to-
gether. It is a learning situation for both the teacher
and the pupil. In order for the teacher to prepare the
class to make the best use of any particular community re-
source, the teacher must learn as much as possible about the
situation. To do this a pre-excursion visit is necessary.
Having learned the community resource thoroughly, the teacher
is then ready for her pupil participation. She is enabled
to give the pupils guidance in knowing what to look for and
to observe.

There are various community survey techniques. Among
the most important which lead to pupil participation and
planning are:

1. Using written source materials.
2. Observation and participation.
4. Interviewing.
Written source materials include:

1. Standard library reference material, such as the *World Almanac* and state *Yearbooks*, from which factual data may be obtained.

2. Local publications, histories written by local residents, short stories, and novels which have their setting in the local area.

3. Government agency records and statistics such as the school, the churches, county and city officials, United States Employment Service, county agents, the Farm Security Agency, Department of Social Welfare, and Public Health Service.

Types of observation and participation are:

1. Students may go to commonly attended meetings and social gatherings but with a new purpose in mind, that of securing information and interpreting social processes.

2. Arrangements are made for the students to attend activities which they do not attend normally, such as meetings of the City Council, City Recreation Committee, Community Council, Hospital Association, and Farm Bureau.

3. Arrangements are made for the students to participate as volunteer workers in civic activities as, for example, assisting at nurseries and day-care centers; collecting waste materials; supervising rest, play, and lunch periods at school; assisting at clinics.
4. Students are helped to find and choose meaningful work experiences in school and community.

In all of these activities the teacher has the role of guide to suitable community resources and leader of group thinking in the intellectualization and interpretation of experiences.

In a composite survey of a community a wide variety of maps can be made. Some of the kinds of maps are land utilization, commercial development, housing, spot maps to show distribution of certain social phenomena such as delinquency, infant mortality, or occupational groups.

The interview is one of the most useful techniques for students to use in the community study. By means of the interview the students secure various kinds of assistance such as access to records and source materials, collecting information, and discovering attitudes and opinions. These interview skills carry over for the adolescent. He can use them in applying for a job, in explaining post-secondary educational opportunities, in work situations, and in social participation in community projects. To be a successful interviewer the student must be trained in the technique of interviewing. These suggestions may be useful in assisting the student to conduct a successful interview:

1. Know why the interview is made and what questions are to be asked.
2. Be properly introduced by oneself or by letter.

3. Make an appointment, setting a time and place convenient for the interview.

4. Be on time for the interview.

5. Greet the interviewee in a friendly manner and identify oneself.

6. Explain the purpose and the use of the study and ask for help.

7. Ask the interviewee if notes may be taken and if he objects to being quoted.

8. Begin with common interests and experiences and lead gradually to the actual interview.

9. Ask enough good questions to accomplish the purpose. Take notes but remember everything possible; keep attention on the interviewee.

10. Break off the interview before the interviewee becomes tired or hurried for time; ask if he can suggest other sources of help.

11. Thank the interviewee and take a friendly leave.

12. Summarize the findings and check to see if they are pertinent to the solution of the problem immediately after the interview.

Students will find it helpful to have certain base lines or criteria from which to work in studying their community. These may be set up by the students themselves and the basis
of their own experiences or may be secured from other sources. Whatever source is used, these criteria should be meaningful to the group.

Some criteria which have been used by one group of students in judging the adequacy of their community are:

To what extent has the community

1. Adequate employment
2. Adequate income to provide for
   a. Enough tasty and nourishing food to make for good health
   b. Homes which make for comfortable, healthful, moral living
   c. Sufficient clothing
   d. Preventive, corrective, and emergency medical care
   e. Religious, educational and cultural opportunities
3. Adequate civic medical facilities
4. Adequate leisure time
5. Adequate community recreational facilities
6. Adequate religious, cultural and educational facilities
   a. Library
   b. Schools and adult educational facilities
   c. Organizations of a cultural type
   d. Churches
7. Honest and efficient government which provides for needs of the community and enforces laws
8. Adequate facilities for caring for the dependent and delinquent
9. Satisfactory group relationships
10. An adequate system of community planning
11. Adequate transportation and communication facilities
12. Adequate purchasing and marketing facilities

These criteria are not all. On the basis of those given, however, any community could be evaluated, and this activity, together with citizens' panel discussions and student round tables, helps the students to see the significance of the facts they have compiled in their community surveys and leads them to formulate generalizations that will aid them in planning group action.

This discussion of organization and conducting a Community Council is not complete without covering some of the methods of evaluating what has been done by group action.

Group evaluation is continuous; it goes on in every part of the process. Very simply, it is the answering of the question: How well have we done? The group looks back over what it has done and tries to find out how well it has performed. Group evaluative techniques are concerned with the following aspects of evaluation:
(a) Evaluation of leadership
(b) Evaluation of group processes
(c) Evaluation of outcomes or changes brought about in persons
(d) Evaluation of group action in terms of group goals

These types of evaluation are essentially the study and review of operating experience. By them the group is enabled to find out where it has been and to redirect its course if the goals decided upon are not clearly in sight.

Each group should develop its own evaluative techniques. Some of the more important are evaluative sessions, process observer reports, review of group records, and post-meeting ratings.

Evaluation sessions toward the end of each group meeting and evaluation sessions of approximately fifteen minutes may be held. Suggestions are made that the group look back at its ways of working to see how it has functioned as a group and how its productivity may be increased.

Process Observer Reports. One or more group members observe group processes for the purpose of helping the group evaluate its efforts.

Review of Group Records. Each group should keep a diary of its experiences, providing summarized accounts for group study.

Post-meeting Ratings. Rating scales of productivity are provided each member and at the end of each meeting, group members can evaluate the meeting in terms of how they feel about the group’s progress.\textsuperscript{16}

By way of concluding the study of how to organize and conduct a Community Council, there are some pertinent facts to emphasize. Using group processes is not just another passing fad. In this highly complex world many minds are needed to solve successfully and democratically problems which are the concern of all. Efficiency in working together democratically and getting something done is the over-all goal of group processes. As such, it is an effective learning process if all behavior is conceived of as

\textsuperscript{16} \textit{Group Processes in Supervision,} 1943 Yearbook of the Association for Supervision and Curriculum Development of the National Education Association, pp. 50-51.
goal seeking. Group processes result in a change in individual behavior.

The very fate of the democratic ideal in these days of uncertainty may well rest on the ability of democratic groups to develop effective processes which will exemplify democratic behavior in progressing toward desired goals.
CHAPTER IV

EVALUATION OF PROCEDURES

The purpose of this chapter is to evaluate each of the criteria of psychological soundness, democratic soundness, and sociological soundness according to the procedures followed and the results achieved by the Community Councils of Gray's Ferry, Mason, Wellston, and Glencoe.

Psychological Soundness

Criterion I.—A school-community program should be developed only when a need for it has been shown, not merely because others are doing it, plus supplementary criteria by Hopkins on democratic interaction and learning, and other supplemental criteria by Lynd on the needs of people.

The Gray’s Ferry Community Council was organized when a problem situation confronted the people, causing them to feel a need for community cooperation. These needs were to eliminate unwholesome conditions such as recurring fights among pupils, rampant stealing, and few available recreational facilities.

The Mason, Michigan, superintendent of schools was the prime mover in calling the people together to advise him on school problems directly concerning the school. The
superintendent's need for advice led to other needs of the people being presented for study and action.

The Wellston Community Council originated from the needs of the faculty and close school patrons for coordination of existing agencies to prevent competition and waste of time.

The Glencoe Community Council was organized because of the need to provide continuous improvement of the community through cooperative planning and action.

Thus, it can be seen that the four councils used as models conformed to the psychological soundness of Criterion I.

Criterion II.—In addition to a long-term program for handling the problem situations, a plan should be made for solving emergent cases.

The Gray's Ferry Council first attacked small problems which could be quickly solved, then progressed to long-term planning such as recreational facilities, creating a means of clearing problems and planning action.

The Mason Council began with purely school and local problems, then grew into the cooperation in solving regional problems.

The Glencoe Council did not conform so well as did the other two measured here, being occupied mostly by long-time planning in the interest of community life.
Criterion III.--As much knowledge as is available and practicable should be brought to bear upon the problem by those who will participate in the solution.

The Gray's Ferry Council utilized all the knowledge available through surveys of the community, community organizations, use of community leaders from all walks of life.

The Mason Council used the executive committee to secure knowledge concerning the community problems and this in turn was made available to the community agencies for action.

The Wellston Council set up committees within the council to secure action on projects by the several community agencies.

In the Glencoe Council integrated knowledge available was referred to the various community agencies for action.

Democratic Soundness

Criterion I.--The cooperation of school and community leaders should be enlisted only after a completely unbiased presentation of the situation has been made to the people whose aid is being sought.

The Gray's Ferry Council acted only after a public mass meeting was held during which the council was defined, organized, and tentative goals fixed as a result of study of unwholesome community conditions.

The Mason Council invited the public to participate freely in the planning and action taken upon community
problems. This action and planning was agreed upon first by
the executive committee and then presented to the council as
a whole.

The Wellston Council had a board of fifteen members who
approved the plans and policies of the council, subject to
the council's approval.

Criterion II.--A Community Council is primarily an ad-
visory and catalytic agency, not a super-administrative one.

In the Gray's Ferry Council, the Council acted upon
suggestions, referring those approved to various community
agencies for action.

The same was true of the Mason, Wellston, and Glencoe
Councils, which studied problems, approved goals and advised
the agencies of the community as to the best means of at-
taining the goals.

Social Soundness

Criterion I.--Help from all available community and
outside sources should be solicited and utilized.

The councils of Gray's Ferry, Mason, Wellston, and
Glencoe utilized all available help by surveys, interviews,
resource visitors, work experience, and laymen in general.

Criterion II.--The community school seeks to operate
continuously as an important unit in the family of agencies
serving a common purpose of improving community living, and
it also shares with the citizens in the responsibility for
the identification of subsequent action programs to meet these needs.

Supplementary criteria for the community school were briefly: (a) responsibility of the school for better living; (b) the school is dynamic; (c) makes full use of community resources; (d) shares responsibilities with other agencies; (e) recognizes improvement; (f) provides evaluation; (g) has high expectancy of good accomplished; (h) aids in sensitizing council to youth needs; (i) includes council membership for youth; (j) coordinates efforts of all.

The above criteria applied to the Gray's Ferry, Mason, Wellston, and Glencoe schools about equally. Not much was said about the students' participation in these four, the adults of the school seeming to have served as the impetus for the council's planning and action.

These criteria will now be used to evaluate the section of Chapter III which deals with the youth of the community. These were suggested procedures from library research concerning the community school.

The four areas of living, which were home, community, recreational, and vocational, covered the entire pupil environment and were reflected in the ten imperative needs of youth. In order to improve community living for all the people, especially for the fulfilling of the needs of youth, it was suggested that Olsen's ten bridges between the school
and the community be used. These were documentary materials, audio-visual aids, resource visitors, interviews, field trips, surveys, extended field studies, camping, service projects, work experiences. If these bridges are fully implemented the preceding criteria will be fully complied with by the community school. The curriculum will be changed by cooperative efforts on the part of the school and the community in order that the school's program may be dynamic, ever-changing to meet changing needs of boys and girls. Student government will become so in practice in conformity with these criteria. The students will be included in the council's planning and action because of their value as public relations emissaries, as interviewers, and as their part in the democratic processes. The teachers will have the role of guide for the youth in their seeking for facts.

In the evaluating of community efforts the school will conform to the criteria by training people in evaluating procedures and act as advisor for them in their deliberations.

Criterion III.--Both direct and indirect modes of attack on the problems should be utilized, every area of school and neighborhood life being explored for the contributions each can make in helping to solve the problem.

The four school communities used as models conformed to this criterion as concerning adults but seem not to have provided for membership for youth on the council. Thus, the four were deficient in that respect.
From library research, material for the public relations department's use in disseminating information adheres closely to this criterion. Also the material concerning suggestions for surveys, field trips, resource visitors, and camping, together with work experience for youth, follows this criterion.

Criterion IV.--The head of the school must be willing to recognize that the job belongs primarily to the school itself. The four schools used were headed by superintendents who were willing to recognize the paramount importance of the school in community coordination. In fact, they seem to have leaned in the opposite direction and perhaps gave the school more than its share of the responsibility.

It is, however, in the field of public relations as executive leader of the council that the administrator will be evaluated. The many suggestions here given as to the qualities of this leader and the proper method of implementing the public relations program parallel this criterion. This program will be measured in a general way by all the criteria--psychological, democratic, and sociological soundness, because knowledge in the hands of all the people is a basic need in community coordination. This important field is also reflected in the need for constant evaluation of community efforts to solve unwholesome conditions. That is why the subject of methods of evaluation was given so much space in this study.
Criterion V.--A Community Council is a cooperative organization of groups and individuals who work together to improve social welfare within a given local community.

This criterion measures effectively the group efforts of the four given local communities. They did work together to improve social welfare. Also the library research suggestions as to public relations, executive leadership, needs of youth and their role as members of the council, together with constant use of proper evaluative procedures, all conform to this criterion.
CHAPTER V

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Summary

In this study on how to organize and conduct a Community Council, there is shown a need for cooperation and coordination of the community. This need is present in all communities, large or small, organized or unorganized, and can be aroused by the use of scientific methods of approach.

In this country there are, according to Yeager, approximately two hundred fifty coordinating bodies calling themselves by different names but all coming under the definitions given for Community Councils. This fact shows that only the surface has been scratched very lightly in this phase of school and community relations. Not many people have realized as yet the vital importance of a body which can prevent overlapping and competition by community agencies in solving community problems of life. Educators themselves differ widely as to the scope of their responsibility and the responsibility of the school in providing leadership and guidance in community coordination.

The Community Councils at Mason, Wellston, and elsewhere which were used as models for organizing and conducting a Community Council definitely were organized according to
the accepted psychological, democratic, and sociological bases. In them are found the needs of the people as a whole leading them to seek solutions for their common problems, for the sake of their common welfare. The experiences which they had were conducive to a high type of learning. Learning is experiencing and community coordination is built upon that fact.

The Community School was found to occupy almost an all-embracing role in providing not only leadership, but facilities, guidance, counsel, and above all, work experiences for youth and adults which develop their abilities in group processes and supervision. It is an inescapable fact, found in this study, that the community school must be the hub around which community cooperation turns. Getting the superintendent and faculty to accept that role is the most important contribution which this study can make.

The executive leadership, usually in the person of the superintendent of schools, was found to be the important individual role. Only if there are other individuals in the community much more capable of leadership should there ever be a substitution. This important role, especially in the field of public relations, forms the very foundation of community coordination. The executive leader, whoever he may be, will use every community resource available in causing all the people to be informed concerning their common problems.
Every group of people who conform to the definition of "community" according to Cook, have ten principal sources of help in community efforts to help themselves. These sources have been named and identified by Olsen. They answer the ten imperative needs of youth and also the needs of the adults of the community.

Youth participation in any community undertaking is vitally important. This is true not only in the sense that participation is important to their own welfare, but also is important to the success of all the people in correcting unwholesome conditions. The youth of the community are the best qualified and through the efficient guidance of the school the most accepted people in making community surveys by which community problems are defined; also this participation of youth makes them aware of their own problems and gives them work experience in democratic processes.

Lastly, there must be means provided for constant, scientific evaluation of community efforts to aid themselves. This will vary according to the type of community involved but is vital in that it not only shows where failure has occurred and fixes the blame where it belongs, but it also gives praise where due to those deserving it.

Conclusions

The writer concludes that the American people are becoming increasingly aware that the problems of youth are the
problems of all people, and that their solution can be found by community cooperation and coordination of all the existing agencies. This coordination, therefore, requires that the people be educated in democratic group processes by group participation in a high type of experiences. How well these problems are met will determine the government of the future, whether it will be of the people, for the people, and by the people, or at the expense of the people's freedom.

Recommendations

In view of the findings and conclusions arrived at in this study, the following recommendations are made:

1. That coordinating agencies be studied by the faculty and superintendent of each school in the country with the idea of educating the people in group processes.

2. That surveys be made in every school and community by the students and interested laymen under the guidance of the faculty so that community problems may be delineated and solutions worked upon. That the school in each community, whatever its population, study diligently the meaning of the Community School and attempt to earn the accolade of being termed one.

4. That the superintendent of each school be chosen because one of his qualities is that of executive leadership
and that he is willing and able to fill the role of public relations director of the Community Council.

5. That the government in the school be truly student government in example as well as in theory, and that every available effort by students, faculty, and community be bent toward decreasing juvenile delinquency by democratic measures.

6. That committees formed from a large cross-section of all the people of the community begin to work upon reorganization of the curriculum of all the schools to the end that the schools may become life centered, not subject or child centered.

7. That all news distributing agencies be contacted and used to the fullest extent in disseminating information to the people.

8. That both the program-sponsoring and referral types of Community Councils are good and that the writer's preference is the program-sponsoring type provided a large cross-section of the people of the community is present when the program is legislated into existence.

9. That the superintendent and faculty guide the community indirectly insofar as possible, and assume direct leadership only upon the mandate of the people themselves.

10. That the faculty and superintendent in their dealings with the school and the community never forget that by democratic processes the teachers themselves have become
members of a more respected and better-paid profession. Thus, this is proof if needed that only good can come to those who practice democratic processes.

11. That honest evaluation be carried on constantly by those trained to measure the extent to which the goals sought have been attained, and that these evaluative results be made known immediately to the people with no attempt made to cover up mistakes, but with open criticism always present.

12. That the spirit of "one for all" and "all for one" be engendered in the community by recognizing that in a republic such as in this country no class barriers can be permitted to exist and that relations with others must be upon a fraternal rather than an economic basis.

13. That the Community Council be organized only when the people of the community feel the need for such coordination of effort.

14. That, since democratic procedures are a slow process, small projects should be attacked first which have a good expectancy of being accomplished.

15. That pressure groups within the community be studied diligently with the idea in mind as to how they can be brought into the council and be a working part of it.

16. That frequent mass meetings be held so that the community as a whole can be given the opportunity to make suggestions and act upon their solution.
17. That youth of the community be given membership in the council and furnished with expert guidance in their formative years.

18. That those who are elected to serve on the council by the various community agencies be democratic in their beliefs and practices.

19. That problems attacked by the council have real-life significance to the people of the community.

20. That the ten bridges to the community outlined by Olsen be used to the fullest extent by the council.

21. That the issue of school and community relations lies solidly entrenched in the problem of how to coordinate the efforts of all the people in eliminating wholesome conditions in the community. These things can be done if the people are willing to study and practice democratic group procedures.
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