The aim of this guide is to help state education agencies (SEAs) find effective ways to improve relations between schools and their communities. Focusing particularly on the Northeast and New England, the document reviews literature on school-community relations and presents numerous examples of school-community interaction. First, the author looks at how schools are embedded in communities, especially at how schools and communities share resources, solve mutual problems, and plan collaboratively to reach shared goals. Next she presents examples both of barriers to effective school-community relations—such as miscommunication, limited resources, or problems in educational structure or state regulation—and of how educators have overcome some of the barriers. Finally the guide considers ways that SEAs are helping schools overcome communication, resource, structural, and state regulatory barriers. Appended is a 33-page annotated bibliography that contains 201 document references. Included are pieces covering school-community relations in general, case studies, and "how-to" manuals and guides, as well as a list of 20 public and private resource agencies. (Author/RW)
School-Community Relations:  
A Guide for State Educators

by

Mary Ellen James

(with an annotated bibliography prepared with Theresa Vorgia)

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Preface

This guide is part of a year-long, seven-state collaboration experiment aimed at state educators and called the Northeast Regional Education Planning Project. The project was funded by the National Institute of Education in recognition of the common educational concerns and the potential for resource-sharing among the participating state departments of education (Connecticut, Maine, Massachusetts, New Hampshire, New York, Rhode Island and Vermont). After surveying professional resources in the region and state priorities, the project defined five program areas for state-level staff development: basic skills programs, educational technology, energy, parenting programs, and school-community relations. Each area was subcontracted as a twelve-week miniproject to demonstrate how a regional exchange might work among those states; the school-community relations miniproject was undertaken by the Horace Mann-Lincoln Institute at Teachers College, Columbia University in New York City (Dr. Francis A. J. Ianni, Director).

The aim of the school-community relations miniproject was to help state educators to recognize the variety and strength of local collaborations between schools and communities, such as resource sharing, mutual problem-solving and collaborative planning; some barriers to effective relationships and how some local communities
have anticipated or resolved them; and what they can do to facilitate effective school-community relations in their state. The final products--this guide and a final report--are by no means definitive but may serve as a foundation for continued work.

Even the preliminary work of this miniproject could not have been possible without the guidance and encouragement of a large network of advisors throughout the region: state and local educators, researchers, local lay advisory board members, and other knowledgeable persons. With their help in writing, on the phone, in small group meetings, and in an all-day working session on May 2, 1980 in Boston, I hope we have been able to develop some materials that could be useful to state educators.

Mary Ellen James
Project Coordinator
Horace Mann-Lincoln Institute
I. Introduction

Along with other growing responsibilities of states, state departments of education have become more concerned with the relations between schools and communities in the last two decades. Even in the northeast, where people have cherished their local autonomy and have kept state government relatively limited, the commissioners of education have identified school-community relations as a critical issue;¹ most of those states have trained staff specialists, and several have undertaken or planned major efforts to provide leadership and support to local educators.²

In part, this activity can be seen as an outgrowth of federal legislation mandating parent and community involvement that has proliferated since the 1960s. But it also reflects social changes that are affecting more than education: empowerment issues, particularly for minorities and youth; public concerns about government accountability after the Vietnam and Watergate years; economic restraint in hard times, and so on.

We also have evidence now concerning what was common knowledge in the past: that schools are only one source (and not necessarily the most effective one) of a person's education. Research has reminded us,

1. The Northeast Regional Education Planning Project surveyed the commissioners of the seven participating states to identify priority issues for its minigrants, one of which supported this project. (See Précis.)

2. See Chapter IV.
for example, that we learn for years before we step inside a classroom, and that we keep learning at home, the corner hangout, a part-time job, from the media, all through the school years; with the help of all these "teachers" we may begin to learn to be confident, responsible, thoughtful citizens. We also learn to make a living somehow, learn to be parents as best we can (sooner for some), learn to make it in the world or not, sometimes learn to make a difference; learn to care, to be alone, to be not young—lessons that living, more than schooling, impose on us. And sometimes we have the chance to share that learning, just as many others shared theirs with us.

Like other educators, state personnel are struggling with this renewed recognition of the context of schooling and what it means for their work as leaders and overseers of education. It is often a difficult and subtle issue. It is not a new idea that schools and communities have mutual responsibilities and that they have valuable resources to share; in New England it is an especially familiar notion, where schools have remained largely decentralized and where town meeting politics encourage close linkages within communities. At a time, though, when confidence in public schools continues to wane, when local relations are strained by budget cutbacks, school closings, desegregation and other social, political and economic pressures, what can the state do to support creative local collaboration between schools and communities?

This guide explores constructive roles for state education agencies in school-community relations. First, it looks at how schools are
imbedded in communities, including shared resources, shared problems, shared goals. Then it presents examples of barriers to effective community relations faced by local educators—e.g., miscommunications, disparate goals, lack of mutual trust, apathy—and ways some have been able to overcome them. And finally, it considers ways that states are now involved in local school-community relations and what that might tell us about strategies for state departments of education, such as long-range planning and goal setting, communication and coordination, and development of standards to guide and assess flexible local implementation.
II. Local School-Community Relations

Schools in Context

What is school-community relations? Is it Community Education? Or is it Parent Education? School Site Management? Community Control? Experiential Education? Action Learning? What is this relationship that has become the focus of so much activity?

Though not a new idea by any means; it goes by many names now, each of which defines a growing body of literature and practice, programs and specialists. But we can also simply describe interactions between a school and its immediate community, and exchange and mutual commitment that make educational programs happen in local settings.

We know now that the character of those interactions determines, in large part, a school’s ability to achieve educational objectives and respond to change. It is also likely that greater sensitivity to the ways in which schools are imbedded in communities will enhance the ability of state educators to affect local school-community relations through leadership, incentives and support.

Some aspects of schools’ imbeddedness confront us almost daily: failed bond issues, declining enrollment, flight from urban classrooms. The school, clearly, is economically dependent on its community, and

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3. Joseph McGivney and William Moynihan developed a conceptual framework for separating local exchanges and commitments from those with the larger society using systems theory in their article "School and Community," Teachers College Record, 74 #2 (December 1972), pp. 209-224.
is as affected by its political climate (e.g., community improvement efforts) as by social change (e.g., demographic shifts). The energy shortage, transportation problems, local business decline, and other community afflictions are shared by the school, and some of its concerns, such as delinquency and youth unemployment juxtapose it with a variety of agencies and interest groups in ever-changing relationships.

The nature of those relationships, the constructive resolution of conflict, and the effectiveness of educational programs grow out of a complicated mixture of history, administrative style, individual commitments, trust, participants' sense of ownership and efficacy, and other intangibles that are difficult to predict, measure or manipulate (to the continuing frustration of educational planners). But it seems to be those variables that have allowed some communities to handle school closings, desegregation and budget issues in partnership with schools and school boards, where others continue to struggle as adversaries. Where one district may have strong historical or personal bonds with its trade unions or business community that facilitate its work-related programs, another may encounter suspicion or criticism. While some teachers and administrators consistently involve students and community members in planning, others view educational decisions as the responsibility of trained professionals and are uncomfortable.

4. A recent study by the New York Board of Regents concluded that closing schools in winter months to conserve energy would result in far greater community energy consumption, as well as other social costs, such as increased day care for working parents. See "Community Education and Energy" by Carsie Denning & Edmond LeBlanc, Community Education Journal, 7 #2 (January 1980), pp. 9-12.
about sharing control with lay citizens or youth.

What does this say for state educators concerned with promoting more effective relationships between schools and communities? What can states do to promote better use of resources, more effective problem solving and mutual planning? Educational planners have had to learn some hard lessons in recent years about the local contexts of schooling: that, in fact, educational programs and change strategies must be built on local interests, strengths and commitments. This is certainly no startling revelation—most local practitioners, in education or not, would probably call it common sense. But it does have important ramifications for state planning, since many dollars have been spent on educational programs without incorporating that insight. A four-year (1973-1977) Rand Corporation study of federal programs supporting educational change, for example, concluded that:

The difference between success and failure depended primarily on how school districts implemented their projects.... The guidelines and management strategies of federal change agent programs were simply overshadowed by local concerns and characteristics. 5

The study's specific findings may be especially relevant for state planners: certain strategies clearly did not promote successful projects, such as outside consultants, packaged management approaches, one-shot pre-implementation training, formal evaluations and comprehensive projects. Other strategies did make a difference, such as concrete, teacher-specific and extended training, local materials development, principal participation in training, and observation by participants of similar.

projects in other settings.

Similar findings came out of two Ford Foundation reviews of its assistance to private and public alternative schools in the 1960s and early 1970s: successful alternatives most often were supported by deep personal commitments of local participants to redesigning educational programs around specific needs.

A school that emerges in response to a specific need, and thus knows exactly what it wants to be an alternative to, generally works better than a school that is mandated "to be an alternative school." . . . Lacking the deep personal commitment by participants to alternatives that arise from specific needs, top-down alternatives rarely survive the turmoil of experimentation. They either phase out or become indistinguishable from the traditional system. 6

These same insights can be seen in the more anecdotal evidence of the clearinghouse on youth participation programs (largely community service programs) operated by the National Commission on Resources for Youth, Inc. Whether the programs are federally funded or based on shared local resources, whether they are rural or urban, for affluent or disadvantaged youth, certain characteristics can be recognized: successful programs most often grow out of local needs or interests and depend in large part on one or more committed, supportive local adults.

The best youth participation projects are the result of successfully matching the real needs in the community and the ability of youth to devote their energies,

ingenuity and imagination to meeting those needs. 7

The evidence comes from many sources and in many forms, but it seems to echo the same message for states: if state education policies are to encourage school-community relations—recognizing and supporting creative local efforts as well as providing statewide leadership and guidance—they should incorporate an understanding of these interdependencies that underlie successful (and unsuccessful) local efforts.

Types of Interaction

It would be very difficult, and possibly not very useful, to categorize all the exchange that takes place between schools and communities—especially since the relationship is further complicated by regional, national and historical forces shaping our conceptions of public schooling. But there do seem to be three broad areas of interaction that have implications for state planners: sharing resources, solving mutual problems, and collaborative planning.

Sharing Resources. As the dynamics of school financing have changed in recent years, along with broader recognition of factors influencing youth development, many resources that communities have to offer schools have received increasing attention. We know much more, for example, about the importance of parent involvement for


8. By all indications, recent financial constraints will become even more difficult for schools in the 1980s. See, for example, "Education Financing in the 1980s," a summary address by H. Thomas James before the American Education Finance Association, March 1980 (proceedings forthcoming).
underprivileged students' achievement and sense of self-worth. There is growing evidence of the importance of learning in out-of-school settings, not only for achievement but for youth development (e.g., their sense of responsibility and efficacy, ability to work effectively with others, sensitivity to others' needs and so on). Concern about the importance of work exposure and local school-business collaboration for linking school and work has been translated into major legislation (e.g., the Youth Employment and Demonstration Projects Act of 1977) and continues to be a major national policy focus. School volunteer programs continue to proliferate, with increasing emphasis on involving the nation's growing elderly population; outside speakers, resource persons and nonprofessional tutors (including youth) can now be found in most school districts.

These are some examples of how schools are using community resources:

In Portsmouth NH the Little Harbor Experiment involves parents as counselors for children in grades 1 through 4. All over the country, schools are operating on similar

9. The Education Development Corporation (55 Chapel Street, Newton, MA 02160) has just completed a study and literature review on parent involvement research and practice (forthcoming).

10. For example, see the research of Diane Alin at the Center for Youth Development and Research at the University of Minnesota; Michael J. Simeone at Research for Better Schools, Inc; and Thomas R. Owens and Sharon K. Owens at the Northwest Regional Educational Laboratory.


12. E.g., see the work of the National Institute for Work and Learning, 1211 Connecticut Ave. N.W., Washington, DC 10036.

13. E.g., see the work of the National School Volunteer Program, 300 N. Washington St., Alexandria, VA 22314.
programs with trained peer counselors.

Throughout Vermont schools for over ten years, students have taken internships in the community for credit through the DUO (Do Unto Others) program. Maine Reach in Wiscasset ME is a similar program for student learning in the community. In fact, internship and mentorship programs--similar in many ways to the time-tested apprenticeship model--have been widely accepted by educators and can be found in many school districts around the country.

In Portland CT, the same hands-on philosophy underlies the Experience-Based Career Awareness project that, like its counterparts across the country, takes youth out into local businesses for credit. Other youth programs involve shadowing employees or bringing in knowledgeable outside speakers.

The Nashua School District and the Southern New Hampshire Association of Commerce and Industry have collaborated to create the Panther Machine Tool Company, an in-school business where students do contract metal machine work. Other youth-operated businesses are sponsored by the Hartford (CT) Public Schools in collaboration with local businesses. In fact, the national policy focus on business-education collaboration resulted in the creation of two federally-sponsored agencies--the Corporation for Public-Private Ventures in Philadelphia and the Corporation for Youth Enterprises in Portland OR--which have been encouraging and developing school-based and out-of-school youth-operated businesses around the country.

In Concord NH, a retired tradesman organized a carpentry program in the schools, with help from the Retired Senior Volunteer Program. An increasing number of senior citizens in many communities are forming or creating such opportunities to share their wealth of life experience through action programs, oral histories, and so on.

At the same time--faced by declining enrollments, increased maintenance costs and waning public confidence--schools have been


15. For case materials, contact the National Center for Service Learning in Washington, DC, or National Commission on Resources for Youth, Inc. in New York City.

reexamining what they have to offer communities. Many schools offer new or expanded services, such as significant adult education programs, after-school programs for youth, or classroom space used by communities for a variety of educational purposes. Teachers, students, facilities, materials and other schools resources are shared creatively in many communities to improve the quality of education. For example:

In Nashua NH, trained student staff use school space to run the youth-operated Purple Panther Pre-School, a combination nursery school and kindergarten. The benefits--both to youth and to the community--of school based student-staffed day care facilities is receiving wider recognition and many are now in operation.

At the Shoreham-Wading River Middle School, 11-13 year old students have helped in a local nursing home as part of their schoolwork. The school's Middle School Friday Memo described the program in an article "Children and Their Community" (4/77):

"A school serves a community by educating its children. If, in addition, by serving the community in other ways it can educate its children better, then the community is doubly blessed." "Middle School children still have much to learn, so it's easy to overlook what they have to give. But most children at this age can best develop their basic skills by applying them. And perhaps, because their services have so rarely been needed by their family or friends, the students have quickly become eager to give their best energies to all types of people, even those who at first seem strange or frightening." "The isolation of our elderly and handicapped, placed in institutions..."

17. Most studies appear under Adult Education or Community Education. For cases see, for example, The Federal Clearinghouse on Community Education, 6000 Executive Blvd., Rockville MD. 20850, (800) 638-6698.

18. Some researchers warn of the danger, though, that administration or coordination of broader educational and social programs may become an added responsibility of school administrators, who are hard pressed to manage even their more limited educational objectives. For example, see "The Relations Among the School, the Community, and the Home: Do We Need a New Federal Policy?" by Dale Mann, New York: Community Service Society, 105 E 22nd Street, New York, NY 10010 (unpublished paper).

19. The National Commission on Resources for Youth (loc. cit.) has many case studies as well as films and how-to materials on youth in day care.

20. How-to materials have been produced out of this program. For information, contact the Shoreham-Wading River School, Randall Road, Shoreham NY 11786, (516) 744-7800.
rather than supported by caring individuals from all walks of life, makes the Middle Schoolers' contributions especially crucial."21

21. This kind of service activity is no longer the exception in schools; a recent survey by the National Center for Service-Learning (ACTION, 806 Connecticut Ave. N.W. #1106, Washington DC 20525) found that 92% of all public and private high schools have community service opportunities for students, and 1 in 7 integrate community service into the curriculum. See their National Survey: High School Student Community Service Programs, 1979 (unpublished report).

sharing seems a more appealing strategy for improving student achievement. The variety of resource-sharing efforts is limited only by the imagination. What they have in common is that they usually grow out of local interests, circumstances and available resources. Many take youth out into the community: internships, mentorships, action-learning programs. Others bring community resources into the classroom, as do many career education programs. Some are formal collaborations, where business, parents or community are partners in the learning process. Others simply evolve out of individual relationships and interests, where services or materials are traded or volunteered, where programs are of mutual benefit. Some exist within traditional institutions and depend on little more than a sympathetic teacher with positive community connections. Others demand major institutional change. Just how resources are identified, matched and incorporated into school operations will always vary from one community to another.

Solving Mutual Problems. In addition to sharing resources to promote achievement of educational goals, schools and communities share many problems that can be solved through collaborative action. For example:

In Great Neck NY, a senior citizens group rents an excess school building for use as a senior center; CLASP (Children's Living After School Program) rents classroom space for a day

23. Dale Mann reviews evidence of how school-community sharing increases achievement of school goals (e.g., student achievement, institutional responsiveness, public support of schooling, democratic administration) in The Politics of Administrative Representation: School Administrators and Local Democracy, Boston: Lexington Books, 1976. (For example, see p. 131.)
care program for young children. The Educational Facilities Laboratory in New York City, among other agencies, is exploring other innovative and cost-effective ways—such as those found in many communities—that excess school space can be turned from a problem into a resource for other community needs.

For over ten years, many students in the Social Science Laboratory at Enfield High School have documented and developed media presentations on local characteristics and problems. In some cases, those presentations have raised public consciousness and stimulated action. For example, in the LIFE project, students exposed industrial pollution through a slide presentation to civic groups. A student video documentary, Amigo, helped raise awareness of the town's growing Puerto Rican population, even to the extent of altering school policy. In 1977, the Shoreham-Wading River (NY) Middle School's Parent-Teacher Organization responded to a staff initiated program by recruiting community members to be educated in health education by students. In many other communities, such public education efforts (on health, energy, environmental preservation, and many other pressing social issues) are conducted by students through schools—most often using student developed materials, sometimes for credit or pay, and even incorporating theatre, music or arts.

In Westport CT, a flooding problem had plagued the city for years. In 1978, with the need for U.S. Department of Labor funds for youth employment, students began a project that the city had never been able to get around to do: in collaboration with the city and several related agencies—and, in conjunction with their classwork—students surveyed and then diverted the waterways, later turning the drained land into a nature park. In other communities, students work with community agencies (e.g.,

24. For an old but not outdated summary and how-to-do-it guide, see Resources for Youth Supplement: The Enfield Social Science Lab, National Commission on Resources for Youth, (loc. cit) 1973. A more recent unpublished case study was prepared by NCRFY in 1979.

25. Described in the school's Friday Memo (11/77).

26. Extensive case studies are available from the National Commission on Resources for Youth.
the Kingsbridge Heights and the Peoples Development Corporations in New York City), to address such local problems as urban blight, energy waste, limited service to the elderly and children, and so on.  

Racial tension and ethnic conflict are problems felt by schools as well as communities. Research has shown that the most effective strategies for "defusing" such situations have involved local collaboration and a variety of forms of cultural contact. In many schools, regular "ethnic fairs" are held, bringing in parents and community members to share unique ways and traditions. Foxtire-type oral history strategies are also widespread. In nine New York City schools, ethnically-diverse teams of students have been trained and are conducting activities in their schools and neighborhoods to promote understanding and reduce conflict; programs like this Encampment for Citizenship-sponsored effort are appearing in many major cities around the country.  

In Atlanta GA, a mass media campaign has been sponsored by the Atlanta Chamber of Commerce and the North Side Atlanta Parents for Public Schools to try to recruit students back to the public schools (New York Times article 3/17/80). Parents have also been the moving force behind the now widespread public school programs for gifted and handicapped youth. Juvenile delinquency is the focus of a collaborative effort beginning in Waterbury CT, where local youth-serving agencies, government agencies, community groups and schools are developing a delinquency prevention program. Other collaborative efforts (such as Partners, Inc. in Denver) involve parents, business persons, older students and other "models" with the specific goal of reducing delinquency or recidivism.  

27. A set of case studies of such collaborative problem-solving efforts where youth perform responsible roles were prepared by the National Commission on Resources for Youth (ibid.) in 1978-79 for the U.S. Department of Labor.  

28. For some background on this research and practice, see "A Continuation Proposal for the Race Desegregation Assistance Center" from Teachers College, Columbia University to the U.S. Office of Education, 3/7/80.  

29. Foxtire, Inc. in Rabun Gap GA keeps listings of replications around the country.  

30. Trained students from the Encampment project conducted a city-wide student conference on, "SOS: Students on Schools, Youth Desegregation Forum" sponsored by the Race Desegregation Assistance Center at Teachers College, Columbia University, April 25, 1980. One workshop title: "Methods of Involving School and Community in Multi-cultural Activities."

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In each of these cases, problems perceived by communities are of concern to schools as well, and integrated action has proved to be an effective strategy.

Collaborative Planning. In many cases, collaborative planning at the local level is in the form of ad hoc groups formed around immediate problems; in a growing number of cases, it is in response to state or federally mandated councils. It is addressed separately here because it represents a different, and in some ways less comfortable, form of school-community interaction: equal partnership in educational decision making.

These are examples of some of the many ways parents, other citizens, and youth are contributing to decisions about local education policy:

In Greenwich CT, School Program Teams were established in 1979 by the superintendent to "participate in the formation of the most important priorities for the continued improvement of the schools and the school program. The rationale for this type of structure is that better priorities will be defined when the 'consumers' (parents and others) share insights with those of the staff. A second purpose is...to communicate needs and priorities which will help to shape school district priorities, both near and long term." Using test results, surveys and many other information sources, teams of staff, parents, youth and other citizens are developing specific objectives which are then translated into curriculum materials and methodology by school staff.31

The New Hampshire Council for Better Schools--linking the Nashua School District and the Southern New Hampshire Association of Commerce and Industry--is an example of increasing collaboration between industry and education. Since employers are as concerned as educators and parents about student achievement, joint

planning groups (like this council and the local industry-education councils sponsored around the country by the National Institute for Work and Learning) are making progress toward incorporating these often diverse views into effective educational programs.

A draft report of a recent New York State survey of parent involvement in schools\(^{32}\) indicates that many parents become involved in ad hoc or problem-focused groups because of an immediate concern (such as a school closing, substance abuse, vandalism, or discipline). A 1976 Gallup Poll of public attitudes toward public education found that 90 per cent of respondents wanted to serve on school committees and had some clear idea of where they wanted to contribute; these kinds of ad hoc groups turn out to be a concrete focus for diverse community involvement with a high incidence of success, and an opportunity for citizens to become skilled at such interactions. In Epsom NH, the issue was getting school rest room facilities to work; having developed some trust and expertise, parents and administrators have moved on to more complex issues. Similarly, a study of federal and state impact on citizen participation in education found that a significant part of today's grassroots leadership came out of local Headstart or Follow Through programs in the 1960s and early 1970s.\(^{33}\)

The Stamford CT Board of Education established a Community Task Force before a crisis: when the population levelled off in 1976, planning began for restructuring use of school space during the projected enrollment decline. Through a series of public meetings, surveys and "large-scale involvement of the Stamford community in establishing priorities for the school system," the diverse task force developed a series of recommendations that are now being implemented. Their Report to the Stamford Board of Education (May 1978) states: "As the community's partnership with the schools in educational decision-making increases so does its responsibility to the system. . . . By becoming mutually accountable, parents, school personnel and the community at large can create the kind of school system our children deserve" (p. 5). As one district administrator reminds us, "You can't start planning for a school closing two months ahead


of time and expect it to sit well with the community." In Stamford, it took time and a growing trust to form a working partnership.

Planning partnerships are not new to schools. Local boards of education attempt to represent community interests, and in some communities the school board meetings have large public attendances and are even viewed as important social events. PTAs have a long history, and parent and student activity groups (e.g., for special fundraising) have helped support many schools; parent-teacher conferences and "open houses" offer promise of input into schooling.

Yet there are many indications that effective measures for systematic input from the public—especially minorities and youth—are usually lacking in educational policymaking. Creative and real partnerships, like those described above, show some ways to broaden dialogue about education.

Conclusions

The interrelationships between a school and its community are complex, and kinds of interaction are virtually limitless. Some schools demonstrate considerable expertise with partnerships. The Superintendent in Scarsdale, NY, for example, wrote this 8/23/79 letter in response to a state inquiry about parent involvement:

The fact is that most Scarsdale parents have long been and are now intensely involved in the education of their children. In a community where "education is our only industry,"

34. See, for example, Patterns of Citizen Participation in Educational Decision-making, Volume I: Overview by Don Davies et al., Boston: Institute for Responsive Education, 1978. (This is a report of a 3 year national study.)
our problem is not to generate parent involvement but to help to structure it and to give it appropriate guidance and support. The kinds of involvement, both formal and informal, are seemingly infinite. There are the very active PTAs and the District-wide PT Council and their various sub-committees and study groups. There are civic organizations such as The Town Club and The Village Club and the Women's Club and the League of Women Voters and the Neighborhood Associations and the Junior League, each of which has many parent members and each of which involves itself annually in school affairs. There are the parent advisory groups required by law, such as that for our Title I program, and there are the ad hoc Advisory Committees appointed by the Board of Education, such as those in recent years on Educational Planning, Legislative Issues, Computers, Insurance, Labor Relations and the High School Auditorium. There are the informal groups of parents which arise as if spontaneously in response to current issues, as when we re-draw attendance lines or change bus routes or discharge teachers or alter programs. There are the informal cocktail parties and coffee klatsches where parents and teachers discuss pupils and other school matters, and there are the semi-formal occasions when members of the Board and the administration meet in parents' homes for the same purpose. There are the constant comings and goings of parents in and out of school--talking to teachers, talking to principals, visiting classes--and there are the constant telephone calls when visiting is impractical. Parents participate with teachers in our in-service education programs. Parents sit on committees to hire teachers and administrators. Parents read about education and our schools and talk to one another and to us about their impressions. Parents tutor their children or secure private tutoring. Parents form organizations on behalf of certain categories of pupils, like the Scarsdale Organization for Differences in Learning.

Some other schools have not been as successful.

The examples in this chapter demonstrate some of the ways schools interrelate with communities and some creative ways they can support one another. Each state department of education, though, will be able to identify strong and promising practices that could serve as examples within their school districts. The next chapter looks at local
barriers to constructive interaction and what is being done about them in some communities that might inform state planning on school-community relations.
III. Barriers and Local Strategies

Though many schools have developed constructive and mutually satisfying relationships with their communities, certain barriers recur that can undermine schools' effectiveness and community support.  

Understanding those potential barriers—and how many local communities have been able to overcome or anticipate them—is a critical task for state departments of education concerned with strengthening their leadership and support roles in local school-community relations.

Communication. The responsibility of the public schools to educate our children presumes some consensus on the proper tasks of education and some public confidence that these will be accomplished. But that consensus, what there has been of it, has often come from professional educators and educational policymakers. Informed public dialogue about educational priorities has not traditionally been a widespread practice of educators or a commitment of their professional training.

There are subtle forms of agreement that allow local schools to function. From his studies of local consensus and conflict in education,

35. Barriers cited in this chapter come from several sources: A recent New York Department of Education survey (Bertha Campbell, ibid); a 1977 Education USA survey by Peggy Odell Gonder, Arlington: National School Public Relations Assoc.; a survey of participants at a conference "Citizen Involvement in Schools" conducted by the New England Teacher Corps Network, Newton MA 2/8-9/80 (unpublished); and interviews, correspondence, conversations, etc. with this project's extensive advisory group in the Northeast.

Terrence Deal reminds us that "Schools are imbedded in local communities and establish—either implicitly or explicitly—agreements which govern the relationship and specify mutual obligations and constraint."

But our expectations of schools are complex and fluid, and what we see, hear and read about them is not always reassuring. As education has become more complex, many parents have felt less and less capable of playing a significant role in their children's education; yet recent publicity has led many to feel that their confidence in the professionals has been betrayed. As a result, public confidence in public schools has steadily declined in recent years.

We have seen some of the results of this lack of consensus. Mr. Deal cites the cases of open space planning, individualized instruction or team teaching which—though successful in many parts of the country—have reinforced local perceptions that schools are out of control; controversial literature or the specter of federal interference may grate against local values; and reports of teacher evaluations or new techniques in testing may appear to be exposures to communities that are increasingly uncertain that schools are serving their best interests.


38. For a discussion of growing expectations vs. evidence of where schools really work, see Dale Mann's paper The Relationship Among the School, the Community, and the Home: Do We Need a New Federal Policy? (loc. cit.)

39. For example, see New Hampshire's Five Challenges for Community Education: A Process Toward a Partnership, New Hampshire Department of Education (undated).

In some cases, those interests clearly have not been served. For those who only recently gained a voice in the continuing search for consensus, such as low-income minority families, public schooling often has been a bitter disappointment.

Failed bond issues, malpractice suits, plans for voucher systems, growth in nonpublic education--there are many signs of peoples' perceptions that schools are failing. Stereotypes reinforce the communication barrier:

- Principals and teachers don't listen or don't care.
- Parents are uninformed and can't understand what schools are about.
- We are the professionals.
- They are the professionals.
- Youth are dependent.
- Youth are undependable.
- The community is parents; parents are only concerned about their child.
- Principals and teachers hoard the power.
- Communities are after power.
- Students are after power.
- Parents are already meddling too much.

Parents are apathetic.

Students are apathetic.

Teachers are apathetic; unions are self-serving.

How are educators finding ways to broaden the dialogue about schooling and break down communication barriers in education? Or was W. D. Boutwell right to title his report to educators: "Are We Just Lucky Our Citizens Haven't Already Begun to Burn Down Their Schools?" Some luck, perhaps, but here are a few concrete actions that also have been successful:

In Franklin NH, a newly-organized Community Involvement Group—including the superintendent, city manager, teachers, a school board member, a principal, a student, parents and staff from other agencies—is sponsoring open forums to try to resolve distrust and uncertainty about recent educational innovations.

Many schools have started issuing regular newsletters. Some have a broad focus like the Charter Oak Neighborhood Schools' You Are the People in Your Neighborhood. Others focus on issues, like the Great Neck Public Schools' Budget Bulletin which preceded voting on a draft budget (proposed by a staff citizen/board committee) and had the following goals: "We hope that vote will reflect the thinking of an informed and involved electorate. We'll do our part to keep you informed through these Budget Bulletins. In turn, we hope you'll get involved in the budget process by telling us how you feel. Come to the Budget Hearings and School Board meetings. Write us."

The Shoreham-Wading River (NY) Middle School created a Parent Liaison Committee in 1977 "in an attempt to create an avenue for communication that would truly reflect community feelings and permit quick response to them ..." Volunteers from 16 areas (about 30 families in each) spent time observing in school and going over curriculum materials; then each one-called on families in her area to help her "to talk with some confidence about the feelings of parents in her area. ... As the committee gained experience, it became an advisory council for the administrators and a strong support system for parents."


42. Described in the School's Friday Memo (11/77).
The PALS (Parent Awareness Lecture Series) in Milford NH is designed to broaden parents' awareness of school issues. The Encampment for Citizenship project in New York City High Schools (described above) has regular community meetings where students share their activities and involve their parents and teachers. In other communities, public forums around specific issues are conducted to raise public interest and share concerns, as in the development of the Stamford (CT) Education Plan (described above).

Surveys and community needs assessments have become a regular part of many planning efforts. A November 1979 survey in Great Neck NY by a broad-based Special Task Force of the School Board sought input for its recommendations on building space: "Because it is important to know the views of the citizenry of this community on matters relating to school consolidation, we are circulating this survey. . . . We need and value your opinions and we sincerely appreciate your cooperation." Also, the Annotated Bibliography prepared in conjunction with this paper lists nearly twenty survey guides prepared specifically for school-community needs assessments in the last few years.

Many forms of communication are familiar: press releases and other public relations efforts; board meetings; parent days and open houses; and the informal exchange between community, students, and staff (including receptionists, busdrivers, custodians, and so on). But more educators are making a commitment to creating an explicit partnership with the community and to seeking genuine, informed, continuous dialogue as a basis for a renewed trust and consensus for public education.

Resources. Even where genuine communication takes place, schools may be hampered by limited resources—the least of which, probably, is money. Most often, educators and community members indicate how lack of time, skills, ideas (or access to ideas), and support services can discourage even the idealists among us:

- Lack of time

For parents who work
... For businesses with jobs to do.

... For teachers who already teach a full schedule and face growing mountains of paperwork.

... For principals burdened with increasing demands.

... For schools where daily and yearly schedules are "out of synch" with communities.

... In communities with an overwhelming number of mandated councils and related activities.

lack of skills

... For teachers and principals whose training hasn't included how to talk to parents.

... For non-educators (parents, youth, others) long shut out of professional dialogues by jargon and socialization.

... For educators, prepared to look within the profession for the answers to educational problems—with the confidence that, given enough money and competent research, all our problems could be solved—but now faced with a "society of limits" demanding exchange and resource-sharing outside the profession.

lack of ideas

... For teachers undertaking a new role—that of facilitator and partner with youth and parents.

... For administrators forming new collaborations with businesses and agencies.
... About structures, strategies and activities that have worked in settings like ours.

lack of support services

... Like materials.

... Like secretarial help.

... Like child care.

... Like transportation (or carfare).

Many collaborative efforts fail when these necessary resources have not been provided. Many are makeshift, slapped together when the press for time and skills and ideas and support supercede all the other crises.

Yet many efforts continue to succeed. What are some communities doing to overcome these barriers?

1. Scheduling. Schools that incorporate community activities into their curricula create a systematic and legitimate time for students and teachers. For others, evenings or weekends may turn out to be more appropriate: students in the New York City Encampment for Citizenship project use Sunday afternoon for their meetings with community members. The main elements of success, though, seem to be flexibility and a recognition that each person's time is precious—not just that of professionals. Another important strategy, recommended by the Institute for Responsive Education based on its three-year study of citizen participation in schools, might be to coordinate the efforts under one or more 'umbrella' groups so that time and energy can be allocated carefully.

2. Training. Many training and how-to guides for students, teachers, administrators and community have been developed in recent

years to prepare educators and non-educators to work effectively together. Some are formal, tested techniques, like the RUPS training package prepared by the Northwest Regional Educational Laboratory in Portland OR. Others grew out of local projects, like the training materials developed by youth in Aunt Martha's Youth Services in Park Forest IL and Head Rest Inc. in Modesto CA, to help their peers become effective participants on planning boards. Local groups like Parents for Education Action (2050 Second Ave., New York NY 10029) provide materials, training and assistance in their neighborhoods. Other groups, like the Citizen Involvement Training Project (University of Massachusetts, Amherst MA 01003), the New England Institute in Education (P.O. Box 1164, Portsmouth NH 03801), the National Coalition for Title I Parents (1010 Vermont Ave. NW #718, Washington, DC 20005), the Federal Education Project of the Lawyers' Committee (733 15th St. NW, Washington DC 20002), and many other regional or national agencies respond to training and assistance requests at minimum or no cost.

3. Information Exchange. Clearinghouses and information "hotlines" relating to school-community interaction have proliferated in recent years. Some focus on local activities and resources, like the Community Resource Exchange (186 Joraleman St., Brooklyn NY 11201). Others, like the National Center for Service Learning in Washington, DC and the National Commission on Resources for Youth in New York City (both described above), collect and disseminate ideas nationally; more formally, this work is also accomplished, for example, by the federal National Diffusion Network. Some useful information appears in publications like 101 Activities for Building More Effective School-Community Involvement by K. Rich and B. Mattox. (Washington: Home-School Institute, Trinity College, 1976); some is made available through idea-sharing meetings, like those conducted by the National Center for Service Learning and the National Commission on Resources for Youth (which calls them "Whet the Appetite Workshops"). But for many local educators and neighbors, access to this growing pool of information continues to be a problem: how do I find out about them? where do I go? who

44. The Annotated Bibliography prepared as a companion to this paper lists over 60 how-to guides on aspects of school-community relations.

45. Other agencies that provide services on school-community relations are listed in this paper's companion Annotated Bibliography.
do I call? How do I relate it all to my school?46

4. Start Small. The 1977 Education USA survey (cited above) reported that many respondents experienced failure when interest in a project peters out before goals are achieved. The National Commission on Resources for Youth also warns47 that a common mistake of youth participation projects is that initial goals are so large that they can't be achieved in a reasonable amount of time, if at all. But by starting small, initial efforts may require fewer resources for a successful "first step." This caution, built into the Stamford CT School Program Teams, has helped these local teams of parents, youth and school staff to define practical goals and to learn to be realistic about how to achieve them.

5. Insure Support. With realistic planning, many communities have been able to prepare for necessary supports: enlisting youth for child care or elderly to drive vans for community projects; raising funds through bake sales or bikeathons; getting contributions (paper, advertising space and secretarial time) from participating or sympathetic groups. In Nashua, the Southern New Hampshire Association of Commerce and Industry, Inc. contributes (a) a secretary, (b) mailings, (c) a newsletter and (d) a placement service to a collaborative vocational education program with the schools. In Elizabeth CO, students do repair projects in their rural community with donated lumber, paint and their parents' home tools. Survey instruments are often designed for groups to be able to identify community resources like these, as well as other "people resources"—especially people who can open doors or who have relevant skills. Who is familiar with child labor laws or teacher regulations? Who is a good public speaker, e.g., to talk to the Rotary about the benefits of career internships and training programs (federal hiring incentives, evidence for student achievement and delinquency prevention)? Many creative ways are being found to support

46. This paper's companion Annotated Bibliography lists published (or available) case studies as well as some clearinghouses of case materials.

47. An Introductory Manual on Youth Participation for Program Administrators, (loc. cit.), p. 11.
school-community groups—though the rare actual budget allotted to such groups has the added potential advantage of stabilizing and legitimizing them.

Lack of resources, or inadequate planning for resources, is among the most common barriers to effective school-community interaction. What Don Davies concludes about formal councils rings true of many other less formal efforts, large and small: "to become effective, these councils need staff, access to information, training and outside help. School professionals also need encouragement, training and assistance. In order to share more authority with citizens, educators must learn new roles and acquire new skills." Understanding how to support local efforts at coping with these barriers—and how to fill the gaps where coping has been less successful—is a formidable task for states.

Structure. Some barriers concern the structure of the education establishment and pose major problems requiring institutional change. Some, like those mentioned above, have to do with school scheduling and with legitimizing groups. Others have implications for preservice or in-service training of professionals and for state and federal policy.

48. The National Commission on Resources for Youth has a sub-set of case studies that are supported, at least in part, through this kind of resource-sharing.

49. See Huguenin, et al., (loc. cit.).

For example:

1. **Proliferation and Duplication of Efforts.** In 12% of New York State's BOCES in 1979, there were 808 mandated community advisory groups, plus 463 nonmandated community advisory groups, plus several hundred other groups and activities involving community members in schools. The result is not only competition for time, attention and resources, but also diffusion of purpose without necessarily creating effective accessible mechanisms for constructive interaction.

2. **Purpose.** The purpose of groups is often unclear or unmanageable--either it is so vague or broad to defy focused action or it is so detailed and constraining that groups do not have the flexibility to develop local strategies and style.

3. **Representation.** Is the purpose imposed, or does it grow out of the interests of those who are affected? Who has a voice in planning? Teachers bemoan student apathy when they can not get students involved in projects where youth have had no part in development. In the same predicament, principals call teachers apathetic, staff call parents apathetic. Who are recognized as equal partners and how is their input legitimized by the institution?

4. **Authority.** Are the recommendations of lay groups advisory (and, so, often tabled) or do they carry some weight of authority? And if there really are new partners in the decision-making process, who is also burdened with responsibility? For example, in his handbook for principals developed out of studies of the politics of administration, Dale Mann wrote:

   Legally, the principal is responsible for what happens in the school even though de facto control over school matters may be widely shared. What about situations in which decisions are made at least in part by other people and the principal dissents? If something goes wrong,

51. This was a major problem found in the Institute for Responsive Education's study reported by Huguenin, et al. (loc. cit.).

52. Bertha Campbell (loc. cit.).

53. Huguenin, et al. (loc. cit.).

54. The Huguenin, et al., national study documented that most non-educators' input into educational decision-making is advisory and, therefore, optional. (Ibid.)
the principal is responsible, not the other participants. At a time when job security and the spectre of accountability create increasingly stressful situations for educators, power issues are touchy at best. Mann goes on to say:

Being a school principal takes years of training, a great deal of judgement, and lots of energy. Most school principals feel that they have little enough power to deal with the tasks they face; why should they diminish what they have by sharing it with others?

Incentives. The Institute for Responsive Education's study concludes that "Parents and citizens do not join school advisory councils merely for the sake of participation. Educators and public officials will not support councils merely because citizen participation is mandated. Neither of those two constituencies will support a council unless it provides a vehicle for meeting their separate and joint interests." How do you identify those interests and build incentives for effective school-community interaction into education policy? The question "What's in it for me?" is a legitimate and inevitable one, though the answers have taken a variety of forms in different circumstances: influence, making a difference, improvement of education, recognition or promotion and so on. One parent at a recent Teacher Corps conference on citizen involvement in schools put it this way, "I won't bake cupcakes for anyone any more. I want


56. Literature reviews, prepared for current studies of stress in education at Teachers College in New York and Roosevelt University's College of Education in Chicago, reveal that job security is a major concern of teachers in these times of public dissatisfaction and related fiscal constraints.


59. The Institute for Responsive Education 3 year study identifies these as essential elements in school council effectiveness; similar findings have come out of research on youth action-learning and experiential education programs (see footnote #10).

60. Some documentation of how effective school-community relations improves achievement of educational goals is reviewed in Chapter I and II—this kind of "ammunition" can sometimes be a useful incentive in itself.
to do something that doesn't disappear in one bite."

6. **Evaluation.** Studies indicate that assessment of school-community interaction—particularly councils and action-oriented groups—has been inadequate at best. In part this is because purposes are often unclear, as are anticipated outcomes. Though evaluation often is disparaged as outside interference, adequate assessment mechanisms could serve as useful guidelines and yardsticks for local participants and hold some promise of contributing to more realistic, flexible policies.

The State. The next chapter focuses on the role of state departments of education in local school-community relations—successful strategies that have been undertaken and others that might be appropriate. Before that discussion, however, it might be useful to review some ways that state departments themselves are considered to be barriers to effective school-community relations. Local comments are sobering:

'They're burying us in red tape!

'Trust us!

'They act as if we don't know what we're doing.

'They're out of touch. We're way ahead of them.

'They undermine the trust we've been able to build.

'There's nothing they can do to help. It's a local matter.

Thanks, but no thanks:

For states concerned with strengthening their leadership and support roles, these criticisms reinforce what we already know about change—and about people: the best strategies for bringing about change build on local strengths and interests, reinforce local capacities and ownership.

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61. Newton MA, February 8-9, 1980. Quote is taken from the back of a poster that came out of the conference, which was co-sponsored by the New England Teacher Corps Network, the New England Center for Community Education, the Institute for Responsive Education, and the Eastern RCTR Center.

62. Conclusion of the Institute for Responsive Education Study (loc. cit.).

63. See footnote 35.
IV. The Role of the State

So much research now supports many practitioners' experience that "the most important points of action—and therefore successful citizen participation in education or its reverse—occur at the local level." There are many ways, however, that state departments of education can support, guide and influence local school-community relations, particularly in this time of expanding responsibilities and authority of states. In Massachusetts, for example, Commissioner Gregory R. Anrig reports that a central function of the state department of education is guiding and strengthening local capacities:

The state role is to strengthen local school district governance and operations. Town, city and regional school districts are the key agents under Massachusetts law for carrying out the state responsibility for public elementary, secondary and adult education. It is a state responsibility to promote structures and services which strengthen local capacity to educate the Commonwealth's children and adults and to hold districts accountable for meeting state standards and laws.

The significance of the state role was a major finding of the four-year Rand Corporation study of change in education:

Both legal requirements and practicality dictate a major role for SEAs in interpreting federal intent, monitoring local projects, and providing guidance and assistance. In the long run, we believe that any significant increase in the general effectiveness of federal education policy will depend on how much guidance and support SEAs can furnish their local districts. Specifically, we believe that federal policy should be based on the principle that SEAs are best suited to influence

64. Federal and State Impact on Citizen Participation in the Schools (loc. cit.), p. 22.

and to provide opportune assistance to school districts.  

But most states are still struggling with this expanded role and how to translate it into services for local educators. In a recent overview of state regulations and implementation policies relating to community involvement in schools, for example, Miriam Clasby found that often "A commitment of public involvement is announced—without technical assistance or support for administrators or the public, often without monitoring or evaluation; often without funding."  

What are state departments of education now doing to support and guide local efforts to share resources more effectively, to solve mutual problems creatively, and to collaborate with broader constituencies in decisions that shape education? And what does that tell us about effective and appropriate roles for states concerned with strengthening their services to local educators on school-community relations?  

Overcoming Communication Barriers.  

The New Hampshire State Department of Education is conducting a series of meetings with the superintendents association on honest communication in education. These are some concerns that appear in the Public Relations Committee’s minutes (3/28/80):  

How do you reach the disinterested public?  

Public relations and communications is a year-round process and not something that begins a month before the district meeting.  

66. (Loc. cit.), p. 44.  

Identify the decision makers
Make direct contacts with the opposition.
Develop parent liaison groups; work with retired people.
Train teachers to talk with parents.

Commissioner Robert L. Brunelle has made a commitment to the group to assist the commissioner's work.

The Rhode Island Program for Excellence, sponsored by the Department of Education, has initiated dozens of local groups to "build a stronger partnership between schools and communities." Each group is exploring new relationships between diverse constituencies; their activities range from general discussions of educational issues (e.g., Lincoln, Pawtucket, North Providence) and strengthening ties between educators and citizens through such things as newsletters (Barrington, Bristol, and Warren) to surveys and workshops on public participation (Newport, Middletown, Tiverton, Portsmouth, Little Compton). One result, according to Commissioner Schmitt, has been breakdowns of stereotypes and greater trust and understanding. In his address on the program (3/24/79) he said:

Events reaffirmed in my belief that destructive stereotypes about "evil" unions, "uncaring" administrators, "selfish" parents and taxpayers are just stereotypical cartoons beloved by some of us too much of the time as a substitute for real thought and empathy. Time spent together on constructive programs erases these barriers and results in released energy, creativity and optimism.

The National Association of State Department Information Officers assists state departments to foster better local communications with orientations, demonstrations, technical assistance, even local training.

A New Hampshire State Department Conference, "Beyond the Bake Sale: Roles for Parents and Citizens in Schools," (3/1/78) brought educators and citizens together to share their successes and problems. As a result, at least fifteen new voluntary community councils have been formed (or old committees revived) to carry on the work of the conference locally.


Overcoming Resource Barriers.

Many state departments publish useful materials for dissemination to communities. Massachusetts recently put out a booklet, Community Involvement in Your School: A Guide to People, Programs and Publications (Winter 1979); an information guide on all the laws and regulations on student or parent involvement is also being developed, as well as a parent involvement guide and a program self-evaluation guide. The New Hampshire State Department puts out a weekly newsletter summarizing events, resources, awards and policy issues for a wide audience (Sue Ryan, editor) and has produced a handbook on Parents Organizing to Improve Schools.

In some cases, state departments also serve a networking or clearinghouse function: the Vermont Resource Agent Program, for example, and the Parent Center just initiated by the New York Department of Education to collect and disseminate materials and promising practices. In Rhode Island, a state-sponsored Junior League Task Force of the Program for Excellence is developing a resource center on school councils.

Many states are sponsoring training workshops for local educators and communities. Massachusetts is conducting a series of fifteen workshops on community education and others promoting parent involvement for school committee members, superintendents, and local advisory groups. Rhode Island, with funds from the Ford Foundation, is sponsoring many meetings and forums where citizens and educators can exchange views as part of its Program for Excellence (for example, a discussion of parent involvement in the Blackstone Valley area, 1979). In New Hampshire, the conference "Beyond the Bake Sale: Roles for Parents and Citizens in Schools" (3/1/78) encompassed workshops on many topics, where principals, board members, parents, state departments and legislators served as resources:

Morning Workshops on "Community Involvement in the Schools: Success Stories from Around the State" included involving senior citizens; programs for gifted children; collaborative planning in a school nutrition program, in bus routes, in school buildings; parent counselors; and others.

70. A conference report is available from the New Hampshire Office of Community Education, 64 N. Main Street, Concord NH 03301.
Afternoon Workshops on "How To Do It: Skills and Strategies for Community Involvement" included getting information, making presentations to boards, organizing parent groups, opening communication channels, using legal rights to make things happen, and others.

Where a 1977 review of state legislation for technical assistance found only limited provisions, there are some recent efforts by northeastern states to help communities diagnose local problems and to strengthen their capacities to solve them. In Massachusetts, for example, the Commissioner's Fiscal Year 1980 Operational Plan (8/28/79) called for "Technical assistance . . . to citizens and officials interested in community education, upon request." It also called for assistance to individual school districts to improve coordination with local manpower agencies and to promote employment training opportunities for in-school and out-of-school youth. The New Hampshire Title I ESEA Parent Information and Action Group in the state department of education recently sponsored a parent training workshop on "How They Can Make Title I Effective for All Children Who Participate, Not Just Their Own Children." Vermont provides at least two kinds of direct technical assistance to schools, according to Lloyd A. Kelley, Director of Adult Education Services (letter 5/5/80): "We respond to requests from local school systems for evaluation and recommendations . . . (and) assist school boards and administrators in developing sound policies and programs relating to adult and community education."

The Rhode Island Program for Excellence provides seed money to groups initiating collaborative projects between schools and communities, as does the Vermont Department of Education. While few states have followed California's lead in legislating funds to provide local school-community councils with budgets under their control, other forms of financial support are available to cover travel, meetings, and other specific expenditures. Commissioner Thomas C. Schmidt of Rhode Island emphasizes the importance of this kind of support in his address on the Program for Excellence:


73. The 1977 survey (see footnote 70) indicated that California was the only state making such provisions.
The most important thing we have learned in this first year is that there are a number of districts who are so concerned about life and death survival, there is little time for anything else. Some, not all, school committees, superintendents, principals, teachers and community leaders, engaged in desperate battles of the budget, have little time for new ideas no matter how attractive they are, or how much they might serve them. For these people, help is needed now. The help needed is financial and strong personal support. I underestimated the concern about scarcity of resources in many districts. . . . I have learned that if we seriously intend to involve the schools and the community in partnership it will take staff, leadership, time, clear programs, and modest cash expenditures, and a lot of patience and understanding from all of us.

Overcoming Structural Barriers

In Massachusetts, student involvement in education decisions has been institutionalized in the Student Services Bureau of the State Department of Education—a youth-operated, empowered (i.e., voting) arm of the State Board of Education that supports, initiates, and oversees youth participation efforts in schools throughout the state.

In New Hampshire, state education staff are initiating a project to create a new unique structure for facilitating school-community collaboration; they are identifying noneducators in communities around the state and training them as school-community coordinators (a role usually reserved for educators).

In New York, the commissioner has initiated a system of community liaisons whose responsibility will be to work with parents and initiate collaborative efforts with schools; their work will be supported by a state education staff liaison who will assist in planning and provide necessary resources.

In Connecticut, a growing collaboration initiative is described in Directions (Winter 1980): "The State Department of Education will spend $100,000 in the next year to support and further develop regional community education-work councils."

The Rhode Island Program for Excellence is another way the state has created mechanisms and legitimacy for constructive, authentic interaction between schools and communities.

74. Described in a 7/24/79 letter from Assistant Commissioner Soucy to all district commissioners.
Overcoming Barriers Created By the State

As a result of the recognition that "government actions can assist local school districts or impede them," Commissioner Anrig of Massachusetts has called for "a Department-wide review . . . of all reports, forms and applications with the aim of reducing the paperwork burden on school officials by at least 20% by FY 1981. As a part of this review, a centralized approval system will be established to monitor and govern all data collection activities." Mechanisms for local program evaluation will be improved "so that better information can be provided to the police, local officials and the Board of Education," and uniform application forms and procedures will be developed.75

While research shows that comparatively little attention has been paid to understanding and strengthening the leadership role of states, several northeastern states have begun major leadership efforts on school-community relations. A policy statement by the Connecticut State Board of Education (4/2/80), for example, presents the concepts and educational efficacy of Community Education and states that "in recognition of the benefits to be derived from a closer relationship

75. From his 1980 Operational Plan.

between the schools and the communities that they serve, and in light of
the need for a more efficient use of human and physical resources,
the State Board of Education endorses the concept of Community Education
and supports its adoption by the school districts of Connecticut."
That proactive stance includes funds and technical assistance for
interested districts, as well as informational conferences and publica-
tions. Similarly in Rhode Island, the Program for Excellence is
encouraging experimentation with school-site management in interested
districts by providing funds, assistance, even travel to model sites
(e.g., in Michigan and Florida). New Hampshire's Community Education staff
is trying to foster partnerships in education through conferences,
meetings with superintendents, and nonprofessional community liaisons.
They recently developed a slide-tape presentation on community education
in New Hampshire that captures the State Department's policy stance:

Community Education promotes a partnership between three
centers of learning. One center is the school itself. Another
center of learning, the home, has influence long before a child
enters school. And a third center of learning is the community
itself: farms, factories, shops, social agencies, and wildlife
areas. Learning takes place here, too.

When these centers of learning work together, learning flourishes
and becomes a life-long habit. But when people in school, home
and community are out of touch with each other's goals, feelings
and needs, and don't communicate to try and reach an under-
standing, the child's ability to learn suffers. Caught between
conflicting values, pressures, and expectations, the child is
forced to choose between the world of school—and the world
outside.

Community Education can't solve that problem overnight. No-
body can. But when parents—and educators—realize that the
school can't do the whole job of education by itself, and that the home and the community have to get involved, with each doing the part of the job that it can do best—then a solution is possible. And the goals of a quality education for each child, and life-long learning opportunities for people of all ages, become realistic goals for New Hampshire communities.

States are also modeling the kind of resource-sharing, mutual problem-solving and collaborative planning they hope to encourage in local communities. In Connecticut, for example, state educators have been collaborating with other state and federal agencies to develop an innovative interagency delinquency prevention effort in Waterbury. A similar effort has been initiated by the Massachusetts Department of Education, in collaboration with the Department of Correction, Department of Youth Services and the County Houses of Correction. Rhode Island has cooperated with the Rhode Island Education Association and Volunteers in Rhode Island Schools (VIRIS) to train and assist volunteers in schools; as a result they have been able to expand volunteers by more than a thousand people. Connecticut is beginning a similar effort in cooperation with the Connecticut Association of School Boards and the Connecticut School Volunteers. In Maine, Commissioner Ronald Reynolds has initiated a collaboration involving the State University and the state teachers' and administrators' organizations to look at statewide efforts in school-community relations and plan for future activities.

So What Is the Role of the State Department of Education?

A recent review77 of the historical development and current

delinations of state functions suggested that state departments of education ought to assume the following as their primary missions:

1. to conduct long-range planning, goal-setting, research and development, and evaluation;
2. to identify educational needs;
3. to provide leadership in communicating educational problems and recommended solutions to the legislative and executive branches of state government and to the public;
4. to assure statewide communicative and coordinative networks;
5. to equitably finance education programs;
6. to develop standards and regulations for the optimal operation of educational delivery systems; and
7. to provide leadership for statewide planning and development.

Some years before, the constructive influences of states was described by L.M. Thurston and W. H. Roe:

(State) leadership can mobilize, unify, and coordinate all the positive forces concerned with education for the dedicated purpose of its improvement. It can give common direction to the efforts of all. It can analyze the nature and future direction of education and communicate with the public in this regard. It can foster local initiatives by discovering and publicizing improved practices and encouraging others to follow suit. It can utilize all possible resources for experimentation and improvement. It can provide opportunities and stimulate all persons engaged in educational work to grow and create professionally.

For effective school-community relations, the dual tasks of leadership and support are essential. In the area of leadership, states are in a position to provide the conceptual and legal framework to encourage new partnerships between schools and communities. Commissioner Schmidt

of Rhode Island writes (in a 4/29/80 letter) that "the state agency is in a position to help build a climate of trust and understanding among the many other constituencies in the state concerned with education—business, labor, government, state agencies and social action groups." The leadership role involves creating mechanisms, clear objectives with flexible guidelines, and relevant incentives. A Massachusetts Department of Education official defined the task in a recent paper:

A state education agency that wishes to embark upon a leadership effort should assign a person to direct the enterprise, develop a series of publications and resources for schools and practitioners, engage in cross-agency planning, provide technical assistance to school district personnel, develop criteria and standards for local and state education agency staff, and mediate, maximize or neutralize pressures from the governor's office, the state legislature, and U.S. Office of Education, and the state teachers' associations.

At the same time, in the area of support, states need to recognize and support ongoing local efforts and provide communities with resources they need to maximize local potential. These tasks may include developing criteria and identifying promising local practices; making ideas and materials readily available through clearinghouses, workshops, and conferences; developing responsive mechanisms through which educators and practitioners can make their needs known; brokering technical assistance by mapping out expertise in the state (including knowledgeable practitioners, youth and other citizens) to connect up with people requesting ideas or help; setting aside funds for local projects.

To provide this kind of extensive support, many state departments face the task of assessing their own strengths and identifying their own needs. Commissioner Schmidt from Rhode Island (4/29/80 letter) points out that state educators "need more information about how to reach the various groups in the community and schools, in working with them, and in helping them to work with each other. We also need to understand better the concerns of educators, as well as the public about how to improve the schools in a period of shrinking resources."
Appendix: Annotated Bibliography

by

Mary Ellen James and Theresa Vorgia
Annotated Bibliography

This bibliography is not intended to be comprehensive but indicates the range of materials available on school-community relations. References concentrate on school perspectives, rather than on parents or community organizers, since this project's primary audience is state education agency staffs. All but a handful of references include a brief description—but none have been tested or evaluated, since that would be far beyond the scope of this 12-week minigrant.

Many of these materials are not easily obtained, so Educational Research Information Clearinghouse (ERIC) numbers have been included wherever possible. Even if you do not have an ERIC library nearby, you can order the microfiche or hard copy from the ERIC Document Reproduction Service.* Several agencies listed in Section D (p. 81 ff.) also collect this kind of "fugitive" literature.

The bibliography is divided into four sections:

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*P.O. Box 190, Arlington VA, 22210, (703) 841-1212.
Section A: Rationale


An evaluation of funded projects.


This paper reviews the results of approximately 600 large city school programs on action learning, basic skills, cultural pluralism and school-community interaction. Includes a bibliography on the problems of educating urban youth, fiscal priorities, school-community relationships, political and legal realities, and strategies in school management.


A successful school desegregation plan can be achieved by school staff and community people sharing the responsibility in decision-making to determine their own needs, priorities and course of action.


Addresses the need for community involvement in institutional change in education.


Discusses the nature and function of the school in community interaction, with an extensive review of research and literature.


Educational administrators should exercise leadership by incorporating the resources of the community into educational programs and meeting the needs of the community.

Discusses different modes of citizen participation.


Summary of the findings of a thirty-six month research project.


Examines the authority, structure and activities of student councils in the schools. Concludes that they have done very little due to "environmental forces" such as the principal, school personnel and parents but have the potential to contribute a great deal under the right circumstances, such as decentralized control, adequate resources, and school-community cooperation.


Compiled as part of a 36 month national research project.


A rationale for youth involvement in responsible action as an effective youth development strategy.


Discusses characteristics of community in relation to changes in modern western society.


This abstract bibliography cites recent ERIC documents and journal articles on various aspects of family-school relationships.


Discusses the many forms of participation.

Reports on significant impact of federal and state requirements on citizen participation.


Discusses some of the causes of public alienation from education and how to prevent them.


The character of education offered by the school and the education acquired by the child are a function of the communities in which the school and the child are embedded.


College text book which gives a conceptual understanding of school-community relationships from different perspectives.


Develops a framework for rebuilding school-community linkages.


A child's educational "ecosystem" should be designed to involve families and schools in the context of a caring community.


Emphasizes the benefits and necessity of community involvement, in spite of the increased controversy it creates.


This research examined the relationship between effective school-community relations and student achievement.

These selections from the 1971-1975 Community Education Journals present a collection of community education perspectives.


Advises the community educator to obtain a better understanding of the local power structure and to show community leaders how community education will help their community.


This is a collection of essays on school-community linkages and their contexts.


Discusses the role of family in our changing industrial society.


Discusses linking strategies between school personnel and the community.


Arguments against schools taking on the extra role of coordinating social services: schools should improve their capacity to provide systematic opportunities for teaching and learning while respecting community educational components.


A political analysis of the interaction between school administrators and their communities, including extensive review and synthesis of relevant research findings.


Discusses differences between "community relations" and "public relations."

These collections provide abstracts of books and articles on community-school relations from a community education movement perspective.


The context of the school in the community during the last, and next, ten years. The essay concludes with a listing of the possible community roles that the schools can fill.


This directory covers options and programs involving community-school interaction, and discusses some reactions to barriers of effective interaction.


Discusses a conceptual basis for conflicts between school and community.


Suggests relating curriculum to life development and developing closer school-community linkages.

37. "'Our Schools Need a Curriculum for Caring' Challenges Urie Bronfenbrenner." Instructor, 88, #7 (February 1979), pp. 34-36. ERIC EJ 194 777.

Presents an interview with Urie Bronfenbrenner in which he discusses the school’s role as one of breaking down barriers between itself, the community, and parents to help American children learn to be more caring.


Theoretical and practical discussion of the human interdependencies and relationships through which resources are exchanged.


Discusses a variety of school-community interactions, including power structures, communications, public relations and citizen participation. Includes an extensive bibliography for each area.

Overview of efforts to involve all members of the school and community with desegregation of the school.


Provides a brief history of the "community involvement movement" over 15 years and discusses methods for improving the program planning of the deployment and utilization of community resources.


The study investigated the relationship between school achievement level and community involvement and support. Findings indicated that several dimensions of community involvement and support are moderately positively related with achievement in both high and low socio-economic status schools.


Introduces a series of articles in this issue on school public relations and discusses the importance that personal experience plays in public attitudes toward schools.
Section B: Case Studies

44. "A Community Advisory Committee Helps Plan a New School" by Glen Ovard and Joel Kirschenstein, Community Education Journal, 7, #1 (September 1979), pp. 31-32. ERIC EJ 208 082.

A success story of a community advisory committee that began its work almost one year before the purchase of the school site.


Shows how a comprehensive school situated in a multi-ethnic neighborhood contributes to the development of harmonious relationships among community groups that recognize diversity.


In a community sponsored project, art students from Richmond Hill High School in Queens, N.Y. created murals to beautify a graffiti-worn subway station. The project's most important achievement, though, was the skills students learned in cooperating with concerned individuals, groups and agencies.


A collection of articles showing how different forms of education can be combined with various youth services offered by public and private agencies. Includes useful material concerning the coordination of educational programs focusing on goals, funding and evaluation.

48. "Businesses Help Schools" by Marie L. Watson, American School Board Journal, 166, #2 (February 1979), pp. 31-32. ERIC-EJ 197 848.

Coordinators from the schools and businesses focus on areas in which business can aid the individual school.


Four case studies of increased citizen involvement in communities in Utah, West Virginia, Michigan and Minnesota.


Comprehensive annotated bibliography on the literature of citizen involvement in education including many program reports.

Background plus four case studies: Louisville, Boston, Denver and Dallas.


Why the experiment of community control at the local school level worked in Buffalo, New York when similar experiments failed elsewhere.


Discusses the incorporation of school-community-student relations into teacher training. Reviews five models of school-community involvement: Teacher Corps, Urban/Rural School Development Program, Follow Through, Community-School Concept, and Home and School Institute.


Describes a participatory management plan, involving staff, students and community, in Prince William County.


Examination of a group "Parents for Schools" in an inner-city school district.


Includes samples of school-community cooperation in Pasadena, California.


Presents the different approaches taken by several states in creating jobs and providing vocational education and training through school-community programs. Studies include secondary and vocational school cooperative job training for students and adults, inplant programs for employees and trainees, and skills training for small business entrepreneurs.

Describes the community organization and public information efforts that preceded the peaceful implementation of government ordered desegregation plans in cities such as Detroit and Memphis and contrasts the unsuccessful efforts of other communities.


Thanks to the combined efforts of school staff, community leaders, parents, students, Detroit’s Desegregation Plan was not only implemented peacefully, but it became the foundation for systematic improvement of Detroit’s public schools.


Abstracts of federally funded school-run community education programs.

61. "Going Public: Community-Based Student Writing" by Samuel L. Adams, Media and Methods, 15, 6 (February 1979), pp. 40-41. ERIC EJ 201 208.

Describes a method for teaching writing by utilizing the community as a source of information and by having students prepare written material for real audiences.


Case studies of community involvement in education.


The efforts of Gunderson Senior High School, San Jose, California in developing improved instruction with the help of active community participation. These efforts were made in conjunction with the mandate of the California Commission on Reform in Intermediate and Secondary Education (RISE).

64. Home-School-Community Relations as a Political Process: Four Exploratory Field Studies by William R. Miles and Dean B. Bowles, Madison: Research and Development Center for Cognitive Learning, University of Wisconsin, 1975. ERIC ED 111 106.

Study of home-school-community programs in four elementary school communities.
65. **Impacts of YEDPA on Education/CETA Relationships at the Local Level**


Reviews of five CETA/LEA programs in Houston, Texas; Worcester, Massachusetts; Minnesota; Fairfax County, Virginia; and Los Angeles, California.


A description of the efforts of the federally-sponsored Urban/Rural School Development Program to improve education in poor communities with an emphasis on community member and school staff involvement in decision making regarding staff development in twenty-five poor communities around the country.


Discussion of a project based in Portland, Oregon to train participants for more active involvement in local educational decision-making.


"Mini-case studies" from Baltimore, Maryland, and Springfield and Columbus, Ohio reviewing the process that local CETA sponsors and LEAs have made towards collaboration.


Describes school projects involving parents and students throughout the state.


A New Jersey school district uses a network of influential residents and/or business leaders in the community as part of its public relations program.
71. **New Roles for Youth in the School and the Community** by the National Commission for Resources on Youth, Englewood Cliffs, New Jersey: Citation Press; 1975. ERIC ED 106 182.

Describes 70 Youth Participation Projects and implications for schools and communities plus practical guidelines for implementing programs.


Case studies of 5 local school advisory councils in San Diego, a suburban community in Southern California, Fairfield and Calhoun Counties in South Carolina, and Yonkers, New York.


Team efforts of teachers, professional health educators, curriculum specialists and community health agency representatives can produce an effective school health program which can, in turn, become a sound school health curriculum.


Overview and case studies of six Massachusetts programs; also includes resource guide and action recommendations.

74a. **Rising Above Decline: Community Responses to Declining Enrollment** by Betsy Wachtel and Brian Powers, Boston: Institute for Responsive Education.

75. "**Schools and Community: Model for Participatory Problem Solving**" by Ernst A. Wenk, Criminal Justice and Behavior, 2, #4 (1975), pp. 303-313.

Outlines two programs involving joint school-community planning.


Case studies of seven school districts which engaged in ESEA Title V funded school/community goal setting.


Discusses the state mandated Florida program of school-community councils.

The papers presented in this monograph describe experiences in planning, implementation, and evaluation of programs fostering community involvement in the schools.


The Alameda County Office of Education tested a process in the San Lorenzo Unified School District which generated competencies through meetings that encourage school-community cooperation.


Describes the variety of community programs and organizations used by Community School District 11 in New York City to ensure a vigorous and effective partnership between the schools and the community.

81. **"School-Site Management,"** California State Department of Education, P.O. Box 271, Sacramento, California, 1977.

Various documents available on state-mandated school/community councils.


Documents regarding state-mandated school-community councils.


Six school districts used as demonstration sites for school-site management projects.

84. **Schools Where Parents Make a Difference** by Don Davies, Ed., Institute for Responsive Education, 704 Commonwealth Avenue, Boston, Massachusetts 02215, 1976. ERIC ED 133 796.

This collection of eleven case studies (not all success stories) demonstrates that parents working in the schools can make a difference in the school.

In addition to conceptual and practical discussion of resource exchange networks, case studies are presented, e.g. the Shoreham-Wading River Central School District in Shoreham, New York.


Case study of the Oak View Community School in Whittier (pseudonyms for a school in a northeastern city). The author examines the structure of this community school model and some of the reasons it failed to achieve the goal of community involvement in academic programs and advisory councils.


Describes a method of teaching a unit on the Great Depression and the New Deal by contacting a local nursing home for anyone interested in sharing recollections of the 1930’s.


The joint efforts of a public school system and community center for mental health (in Fairfax County, Virginia) in providing comprehensive educational services to emotionally disturbed students.


Implementation of one Partnership for Rural Improvement (PRI) model in the state of Washington in which institutions of higher learning collaborate with members of the community and school to deliver services to the area.

90. The Relationship Between School-Community Relations and Student Achievement, Technical Report #463 by John Earl Ingram, Jr., Madison: Research and Development Center for Individualized Schooling, Wisconsin University, September 1978. ERIC ED 165 311 and 165 312.

This two part report is a study examining the relationship between effective school-community relations and students achievement through case studies, literature reviews and discussions of research methodology.

This program illustrates the opportunities senior citizens have to work with elementary school students. Information about the eight senior citizens involved, an evaluation of the program, recommendations and cautions for the future are included.


Examples of youth learning through community participation.


A collection of case studies on school-community projects designed by students.
Section C: How To Do It

Part 1: Where to Go for Ideas


Includes guidelines for community resource use and a bibliography of enterprises from which materials are available, e.g., agriculture/forestry, construction, finance/insurance, government/public service, health/learning.


Annotated bibliography of various nation-wide organizations which devote their efforts into developing and evaluating school-community programs.


A resource guide describing organizations, programs and publications that might be useful for educators, parents and students concerned with school-community relations.


Includes many references to manuals as well as a "bibliography of bibliographies."

Part 2: Guides, Manuals, Strategies


Includes organizational diagrams, job descriptions, needs assessment instruments, and simulation activities.


Basic recommendations for the principal on establishing productive community relationships.

Includes rationale and procedures, sample budgets and by-laws.

102. Advisory Committees. The Best of ERIC Series, Number 6, Eugene: ERIC Clearinghouse on Educational Management, Oregon University, 1975. ERIC ED 009 954.

Seventeen annotated citations dealing with various aspects of advisory committees such as student, citizen-community or multicultural participation; vocational education and bond issues; and their potential as policy making bodies. The guidelines in many of the sources pinpoint the strengths and weaknesses of advisory committees plus the school administrator's relationship with the various participating constituencies.


Compilation of articles related to community-school interaction.


Includes detailed information on forming, operating and evaluating councils.


Includes rationale, guide to development and management problems and strategies, sample instruments and activities.


The school board must have written policies and programs to develop and improve a school-community relations program.

Offers practical suggestions for administrators, teachers, board members and parents on how to work together to enhance student achievement.


Outlines basic strategies for setting up an effective school public relations program, e.g., on school violence, declining enrollment, school district mergers, test scores, finance, strikes, desegregation and student discipline.


This handbook, based on an Illinois Title IX Ethnic Heritage Studies Project, presents strategies for introducing multicultural studies in a school-community setting: program funding, staff training, recruitment activities, action planning, implementation and evaluation.


Discusses how to establish community education/work (E/W) linkages with businesses and institutions of higher learning for student career education and training. This guide was tested at twelve Massachusetts E/W linkage sites and includes recommendations and evaluation.

114. **Community Involvement for Classroom Teachers** by Donna Hager, et al., Community Collaborators, P.O. Box 5429, Charlottesville, Virginia 22903, July 1977. ERIC ED 146 124.

Practical ways for the teacher to involve the community in the learning process.


Based on the Indianapolis Model Cities School Program, details the mechanics of reorganizing administrative structures for community participation.

Includes twelve suggestions for school administrators on community involvement.


A two-part guide on using community resources, especially establishing resource linkages and communicating across linkage lines. Bibliography includes a listing of materials sources.


Prepared for leaders of local school-community boards, containing "nuts and bolts" information about the State Department of Education, regional centers, and various operating procedures.


Steps for developing a bottom-up district budget with intensive community involvement.

120. Education for the People (three volumes), Sacramento: California State Legislature Joint Committee on Education Goals and Evaluation and the California State Department of Education, 1976. ERIC ED 128 902.

Volumes I and II provide guidelines to assist school communities and districts in setting community-wide educational goals. Volume III is a handbook for educational planning, implementation and evaluation for those goals.


Though prepared for citizen groups, this outlines clear strategies that would be useful for developing school-community projects: identifying an issue, organizing an action group, gathering information, analyzing facts, developing a plan.


Describes ways to resolve conflict constructively and how to view conflict as a positive, creative force in a democratic society.

Discusses the need for active citizen involvement and support for community education programs and offers recommendations on how program administrators can improve their communication and public relations skills.


A summary of project activities including handbooks for project planning and staff development to improve teacher education department linkages with business, industry and labor.


This ongoing project will produce publications regarding relevant, annotated literature, state-by-state listings and how-to handbooks on industry, education and labor collaborations.


Although geared to New Jersey, the handbook provides good background for school-community shared decision making.


This booklet presents a guide to the development of a dissemination model for educational accountability programs.


Series of 15 booklets, e.g., on group decision making, building partnerships, group process barriers, community surveys, etc.


Suggests how educational leaders can adjust their leadership style to increase the involvement of parents and other community members in multicultural community schools.

Outline for a program which helps to restore public confidence in the schools through community leadership.


Describes how many schools throughout the country have increased parent-community-school interaction. These programs emphasized "breaking down barriers" in parent participation and recognizing critical community issues.


Ways in which a local advisory committee, acting as a link between the school and community, can be useful to the teacher-coordinator of a cooperative vocational educational program. Committee activities include public relations, program standards, student recruitment and selection, program evaluation, and curriculum development.

133. Massachusetts Students in Decision Making: Student Service Center Final Report, 1977, Bureau of Student Services, Massachusetts Department of Education, 31 St. James Avenue, #613, Boston, Massachusetts 02116.

As a result of the first years of experience at this youth-run agency, a set of decision-making guides were developed to help teenagers to be effective co-decision makers in education.


Presents a six step program to develop the training and retraining plus leisure time requirements of community-based adult education programs. Procedures for setting up an advisory council, program goals plus implementation and surveying community needs are discussed.


Describes materials and procedures for goalsetting, writing objectives and evaluation; surveys existing planning models.

This handbook is designed to help boards and school administrators strengthen internal and external communications programs. Special attention is given to relations with news media. Appendices include outlines and successful Texas case studies.


Specific, practical and inexpensive activities to strengthen school-community involvement: Communication, using resources, school outreach, money-making activities.


Manual on how to involve parents in elementary schools, including guidelines, planning, implementation, evaluation, list of activities and resources.


Discusses establishing councils, publishing newsletters and handbooks, setting up information centers, volunteer programs.


Resources for parent advisory council members - "how to" and examples.


Based on the work of the New Jersey Work Study Conference, this booklet includes a detailed framework for implementation and decision making.

143. **"Preparing Teachers for Parental Involvement"** by Daniel Safran, Center for the Study of Parent Involvement, Berkeley, California, October 1974. ERIC ED 104 543.

Focuses on attitude changes and needed competencies.

The author, who is Program Associate for the Rural Education Program of the Northwest Regional Education Laboratory, describes the five principles of involvement for citizens of small communities in educational planning and decision making developed by the Project.


Includes guidelines and activities for school personnel.


Ways of involving nonparent taxpayers in the schools. One strategy is to involve key communicators (such as doctors, realtors, retailers and school employees), who have contact with nonparent members of the community.


This handbook provides advice on a complete communication program to facilitate understanding and acceptance of test scores, including tips on contact with staff, parents, community and the media.


Although a theoretical approach to understanding the contacts between different social organizations within a limited field, the author provides a network model which offers practical problem-solving techniques, directed to the difficulties which schools and community socialization linkages present.


This notebook contains information, skill building exercises and sample materials needed to work effectively with school community councils: benefits and problems, development and selection, and functions of a council, plus the development of written policies and procedures and methods of council evaluation.
ERIC ED 105 066.

Guide for administrators on effective, genuine communication with their 
communities. Useful bibliography included.

152. School-Community Relations and Educational Change by D. Weiler and J. Guertin, 

Prepared to help administrators develop policies and strategies for 
community involvement in planning and in conflict resolution.

153. School Community Relations: A Guide to Positive Interaction Between the 
School and Community. Field Services Report by Wendell Hylton, 
Richmond: School Integration Services, Virginia State Department of 

Charts and worksheets are provided to help schools and communities 
solve the problems involved with school integration.

154. School/Community Relations Innovative Program Techniques Handbook, Phoenix: 

Ideas gleaned from the nation's school-community experts are in this 
handbook regarding communications within the school, community, dis-
trict, and with members of the news media and politicians.

155. "Strategies for the Advancement of Cultural Pluralism" by Leonard A 
Valverde, Phi Delta Kappan, 60, #2 (October 1978), pp. 107-110. 
ERIC EJ 188 646.

Discusses the current state of multicultural programs and presents six 
strategies for improving them, dealing with school district commitment, 
enrichment and mainstreaming, comprehensive planning, diversity in 
hiring, differentiated staff development, and formative evaluation.


A brief summary of the functions of the Student Advisory Committees 
and their benefits under the Emergency School Aid Act. The handbook 
is primarily an aid to student members in maintaining and using these 
advisory committees.

157. "Students Are Your Best PR" by Dorothy Dubia, National Association of Sec-
ERIC EJ 192 460.

Suggestions for involving students with the community.

Prepared for a state-sponsored Superintendents' Seminar on the Utilization of Advisory Committees.


The diagnosis of support and opposition patterns in school-community communications and how to adapt a school public relations program around these factors.


Outline of steps needed for collaboration among administrators, teachers and parents in the development and implementation of multicultural education materials.


Suggestions on how to create a school advisory council. Report on what has been done in the field plus a good bibliography on bringing together lay people and professional educators.


How to achieve shared decision making between administrators, teachers, parents and lay citizens.

163. "The Role of the Principal in Public Relations" by Robert Morris and George Vrabel, *Theory into Practice*, 18, #1 (February 1979), pp. 50-52. ERIC EJ 208 742.

Suggestions as to how the principal can take the initiative to develop strong community support through a public contact system and an assessment of student needs.


Prepared to assist administrators, parents and students to understand and operate an effective council.

165. **Together: Schools and Communities** by Miriam Clasby, Institute for Responsive Education, 704 Commonwealth Avenue, Boston, Massachusetts 02215, 1975. ERIC ED 112 471.

The MA State Advisory Committee on Education funded IRE in this project to assist professionals and citizens in school-community relations.

Guidelines for parent involvement in bilingual programs.


Step-by-step methods including a "translation" of group process theory, suggestions for overcoming communication blocks, forms and discussion questions.


Aids the school-level educational administrator in working with citizen advisory committees. Special attention is given to the decision-making capabilities of such committees and their role in school budget formation.

Part 3: Survey Guides


Includes instructions and instruments for needs assessments.


Non-technical guide on how to conduct surveys, analyze and report findings.


A handbook for community surveys.


Examines the community education concept behind surveys in school-community relations. Includes recommendations on writing instruments and successful survey examples.

Includes types and uses of surveys, goal definitions, constructing questionnaires, sampling techniques, and guide to using it and analyzing results. Sample surveys and case studies (e.g., a student project in Brockton, Massachusetts).


Includes forms, checklists and other assessment tools.

176. **How to Conduct an Inventory of Educational Resources in Your Community**, Metropolitan Planning Project and the Educational Collaborative of Greater Boston, 55 Chapel Street, Newton, Massachusetts, 1974.


Focuses on survey techniques that have been field-tested, are economically feasible, practical, and accurate.


Basic steps for measuring citizen attitudes.


Includes an overview and comparison of surveys and their uses, sample questionnaires, and an extensive bibliography.


For school districts that are conducting their own surveys: outlines questionnaire construction, data analysis and choice of methodology. Includes descriptions of successful educational survey methods conducted in Lincoln, Nebraska; Oakland, Michigan; and Santa Clara County, California.

   Includes booklets on assessing needs, role clarification, communications, group decisions, assessment and others.

182. **School Community Climate Survey Guide** by Otrolee Mills and David Hamilton, Columbus: Battelle Center for Improved Education, 1976.

   Survey that covers ideal and actual perceptions of student, community, parent, teacher, and administrators.


   Straightforward, detailed manual for school personnel, including worksheets and step-by-step instructions.


   Simplifies surveys and other data gathering processes for understanding communities.

### Part 4: Training Guides and Workshops


   Includes training activities for effective parental involvement.


   Involvement and training of parents in Title I advisory councils, with examples of successful programs.


   Details the development and coordination of training, as well as how to develop your own training abilities.

Guide to group process training for collaborative school management.


Ten workshop designs to help teachers and other professionals gain some insight and practice in oral and written communication with parents. Includes awareness, communication, parents roles, problems solving, surveys.


This inservice program and learning kit is designed for use by the entire school staff and is most concerned with the communications process between school personnel and a local community.


This training model is designed to develop problem-solving skills for diverse groups of people seeking solutions to real problems.


A training activity that can be used in a workshop on community involvement in school desegregation.


An inservice training module designed to increase the participant's awareness of sex role stereotyping in social institutions.

This learning module shows elementary school teachers how the curriculum is enhanced through the use of community resources. The module touches on the identification and utilization of these resources through school-home communications, parent education, classroom volunteers and the "community as learning lab" (field trips and experiences).


Workshop model with extensive handouts and activities covering problem identification, gathering information, analyzing data, and planning for action.


This guide was designed to help schools and communities solve problems regarding school integration. The final section is a school-community relations seminar that can be used by school systems to involve school and community members in solving problems.


Problems of home-school-community coordination are discussed, plus suggested strategies and training techniques.


An inservice teacher education learning module emphasizing skill building in school-community relations. The main topic covered in the module is communication with parents, planning home visits and investigating community resources for assistance in the classroom.
Section D: Agencies

202. Center for the Study of Parent Involvement (CSPI), 693 Mission Street, Fifth Floor, San Francisco, CA 99105. (415) 495-7283.

Provides consultation and training for parents, communities, teachers and administrators. Publishes Issue Papers ($2.50) on related topics, sponsors an annual national conference.

203. Citizen Involvement Training Project; University of Massachusetts, Amherst, MA 01003. (413) 549-4970.

Provides training and consultation to citizen groups; maintains a library on Citizen Involvement and helps connect groups with similar concerns.

204. Community Education Development Center, Worcester State College, 486 Chandler Street, Worcester, MA 06102. (617) 752-7700.

Provides free consulting services to schools and community groups, publishes a free monthly newsletter, conducts workshops, operates a resource center.

205. Federal Community Education Clearinghouse, 6000 Executive Blvd., Rockville, MD 20850. (800) 638-6698.

Serves to collect and disseminate information on citizen involvement and community education.


Services include inservice programs for educators on working effectively with parents and community resources; training in problem-solving approaches to school-community conflicts; leadership training for school-community personnel, building a national network of relevant sources.

207. Institute for Responsive Education (IRE), 704 Commonwealth Avenue, Boston, Massachusetts 02215. (617) 353-3309.

In addition to its Clearinghouse on School Councils, this agency holds a wealth of case studies and "fugitive" literature on citizen participation in education. Publishes a quarterly newsletter, Citizen Action in Education ($5.00/year).

208. Massachusetts Parent-Teacher-Student Association, Inc. 11 Muzzey Street, Lexington, Massachusetts 02173. (617) 862-5222.

Serves PTAs and PSTs with program resources, skills development, workshops, conventions; publishes a bulletin and handbook.

Produces a monthly magazine Synergist which describes youth community action programs around the country. Serves as a clearinghouse; provides assistance and workshops on youth community services.


This agency operates a clearinghouse of over 1200 youth-initiated or youth-operated programs (organized by state and topic). Most involve collaboration between schools and communities and many include locally developed materials. Publications, a free newsletter, films and technical assistance are available free or at minimal cost.

211. National Community Education Association, 1030 First Street, NW #536, Washington, D.C. (800) 638-6698.

Collects and disseminates information on Community Education.


Handbooks and materials available for school public relations programs, some of which are listed herein.


Facilitates sharing of ideas, materials and information. Provides technical assistance at cost and publishes materials including a monthly newsletter and program kits. Operates an Information Bank on successful programs.


Provides assistance to involve parents in educational decision making. Conducts citizen training institutes; publishes a monthly newsletter Network ($8.00/year), other publications and films.

215. Race Desegregation Assistance Center (RDAC), Teachers College, Columbia University, New York, N.Y. 10027.

Works with schools, agencies, and communities to develop local strategies and assist in implementation. (Another RDAC is located in Boston).

   b. Long Island Center for Community Education, The C. W. Post Center, Long Island University, Greenvale NY 11548, (516) 299-2245.


   d. Maine Council for Community Education, c/o Public Service Division, Merrill Hall, University of Maine, Farmington ME 04938, (207) 778-3501.

   These four are all Watt Foundation funded centers for the development and support of Community Education.

217. Federal Education Project of the Lawyers Committee, 733 Fifteenth St. NW, Washington DC 20002.

   Disseminates information on community involvement, conducts workshops and training, publishes a newsletter.

218. Central Massachusetts Citizen Involvement in Education, 271 Boylston St., West Boylston MA 01583, (617) 835-6056.

   Catalogues and disseminates information on exemplary programs in the area; puts out a newsletter, position papers, conducts workshops.