Proposal for Establishing the Department of Community Education

Introduction

The Community Education Program has been operational in the School of Education since January, 1971, following Regents' approval of the program as a new major within the B.S. in Education.

The program currently works with students from Milwaukee's poor and minority group communities, and offers three areas of specialization--the Day Care Training Program, Adolescent Education, and Adult Education--which lead to a general professional degree rather than the usual certification route offered elsewhere in the School of Education.

Community Education has operated as a program while in the early stages of development in terms of staff, programs, and students. But the lack of departmental status has led to a number of problems. In order to remedy these difficulties and to lend permanence to the program's important urban mission, a Department of Community Education is proposed.

Reasons for Establishing a New Department

The Urban Mission

Community Education is the major outreach program in the School of Education, and one of the primary vehicles through which the School is defining its urban mission. The Community Education Program has been developing and implementing positive conceptual approaches to urban programming as an alternative to the compensatory programming which pervades urban education.

The program's orientation toward non-compensatory programming involves several important departures from tradition.

First, University programs generally have asked poverty-background students to adapt to the University, rather than tailoring an educational environment which begins with their needs and values and helps them grow in that context.

By contrast, Community Education begins from the assumption that students of a minority group of poverty background bring rich knowledge and values to their education. Consequently their education should emphasize these values and this heritage positively rather than as something to be obliterated.

Second, this approach implies that learning should be located primarily in the community and focused on the comprehensive solution of community problems. Such an educational experience offers the student an opportunity to test new data and skills in a practical setting, including ways to reflect on his/her experiences.
The description of the Community Education Program which follows demonstrates the major ways in which these principles have been operationalized:

A. Day Care Training Program

High-quality educational day care services for inner-city children have long been recognized as a high-priority community need, both by community organizations and by the University of Wisconsin-Milwaukee School of Education.

After observing the operations of a community-based summer program in 1970, School of Education staff began program development efforts toward a model day care training program, which would begin to meet the enormous need for creative day care educators who could respond positively to community needs and priorities. Indigenous community leaders interested in day care would be trained in the knowledge and skills necessary to design, implement and operate day care centers in the community—centers whose chief purpose would be neither babysitting nor profit, but rather positive educational experiences for children which would reinforce what they learn at home and in the community.

Other community needs, in addition to the educational needs of the children, are being met through the Day Care Training Program. Working mothers and other community residents are provided day care centers which they can trust. Women, whose heavy family obligations would otherwise prevent them from working or experiencing free time, can now work and/or live more satisfying lives. New careers in day care education, based in the community and free of "establishment" controls, are being made available to community residents.

The Day Care Training Program serves both men and women, as we believe it is desirable for young children to interact with adults of both sexes. Students have been recruited from diverse cultural and ethnic backgrounds not only in order to serve the numerous communities represented in this metropolitan area, but also because it is desirable for children to experience cultural diversity from their earliest years.

Students selected for the program demonstrate strong interest in children, leadership capacities in the community, and are bona fide representatives of existing community-based organizations which have an explicit commitment to day care. Thus, students are not handicapped by the necessity of operating as individuals; they are able to gear their student field work to the day care needs and commitments of their organizations, and at the same time are assured of subsequent employment in the day care operation instituted by the organization in cooperation with the Day Care Training Program.

Other criteria for student selection include that they reside in the Milwaukee area (we do not take people out of their communities), that they come from low-income families, and that they are unlikely to be enrolled in any existing university programs, though they may or may not meet university admissions requirements.
B. Exploratory Training Program in Adolescent Education

The high truancy and dropout rate among inner-city adolescents has long been recognized as a serious problem; it is particularly serious for low income and minority communities in that it correlates with a high unemployment rate for adolescents, which does not improve as they get older. Dropouts and truants as a group have been shown to have as much talent, as much potential as any other adolescents, but for a variety of reasons, existing educational programs have not been designed to meet their legitimate educational aims and needs. This group, according to available data, is growing in numbers.

The adolescents toward whom the Adolescent Education Program is focused form groups which are frequently viewed as delinquent or criminal by the schools, the police, and other agencies. Unable to get jobs, and branded as failures and delinquents by the institutions they interact with, these young people begin a spiral of alienation and failure which increasingly damages their confidence, pride and ability to engage in positive activity. Rather than duplicating existing programs, the School of Education established an academic year-long program which explores the possibilities of designing a non-compensatory program addressed to educational concerns of the target group of adolescents. The program is training creative adolescent educators who can work on the problem from new perspectives.

Students are low income young adults, both men and women, from the Milwaukee metropolitan area who were not earlier enrolled in any existing post-secondary program. They are slightly older than the adolescents they are working with, and must have demonstrated leadership ability with adolescent groups. They are drawn from diverse cultural and ethnic backgrounds.

The Adolescent Program is designed to work with the leadership of youth organizations in implementing positive programs in the community and in helping the organizations make explicit the educational dimension of their activities. The youth organizations cooperating with the program are involved in the selection of individuals for the program.

C. Adult Education Program

The third and potentially largest area of specialization now being planned by Community Education is Adult Education. The purpose of this specialization will be to develop adult educators who will work with adults in Milwaukee communities in order to achieve changes beneficial to those communities. Social change on a non-compensatory model has not been typical of adult education programs in the past.

The adult educator will prepare individuals to shape alternative institutions as well as to alter existing institutions. Therefore, during the first year of operation this area of specialization plans to work with two target populations. The first of these, focusing on the alternative institution model, is a group of people from the south side Chicano community who will work to develop a community cultural center. While pursuing a general degree in education, these individuals will receive skills in how to conceptualize, plan, organize, program, fund, publicize, and evaluate their center so that it becomes a viable community institution.
The second group of participants with whom the program is exploring possible relationships in its first year of operation is the large number of para-professionals who work with adults in the Milwaukee Public Schools Division of Recreation and Adult Education. This program is being developed in cooperation with the Milwaukee Public Schools to improve the skills of these people so that the public schools can better serve Milwaukee adults in creative, non-compensatory ways.

It is anticipated that during its second year of operation the Adult Education program will include both additional community groups and more persons who desire either to shape new adult-serving institutions or to improve those now in existence.

Faculty Membership

The present program structure has created several difficulties in retaining and attracting staff. These problems, along with reasons why a new department would be a solution, are presented below.

a) Presently, ranked faculty in Community Education must hold their rank in other departments. As a result, these people have conflicting claims upon their efforts. Their impact upon the Community Education Program is diminished, not enhanced, and their primary commitment to Community Education activities inhibits significant contributions to the department to which they are nominally attached. If Community Education were a department, individuals would have several options. Faculty members could hold rank in Community Education alone. They could seek joint appointments. Or they could seek temporary assignment to the new department for a specified period during which they wished to make a contribution to Community Education, but would be able to return to their original department.

b) Departmental status would allow specialists holding major program responsibilities to become full participants in faculty affairs. The staff needed for the kind of urban programming which Community Education engages in do not necessarily conform to the classical academic categories, because the experiences which have given them their unique skills are very different from standard academic preparation. For example, one faculty member, a former priest, has had a major leadership responsibility for training programs related to social change in Rochester, New York, and Washington, D.C. His skills are vital for the program, yet they do not qualify him for tenure-track status. He should, however, be able to participate fully in school affairs.

c) Lack of departmental status has made it difficult to recruit more traditionally qualified faculty, since it is necessary for them to hold their rank in a department unrelated to their primary work interests and composed of persons with whom they will not generally be working on a regular basis. The program wishes to attract these individuals in order to fulfill both an academic and mission-oriented role. Until now it has been restricted primarily to the latter. Given this objective of accommodating both simultaneously, it is nevertheless unlikely that individuals with academic credentials will find Community Education attractive unless they are offered the stature and security of departmental membership.
Expanding the Student Population

Program status, as distinct from departmental status, restricts student expansion in two ways:

a) Lack of departmental status inhibits the outreach capabilities of staff members joining Community Education. In order to serve Milwaukee's urban communities fully, it is necessary to expand present program components, develop new components, and reach out to new clientele, such as the "new market" students. As a program, Community Education lacks a base from which to expand and to develop new relationships in the community; it is limited to serving formally defined "community education students." Further, the constituency in the community is accustomed to relating to a departmental structure; the program is perceived as temporary and "second class." This perception limits the ability to develop expanded outreach commitments. A departmental base would give Community Education students the same status as other students in the University.

b) There are other program components in addition to the three areas of specialization affiliated with Community Education, the coordination of which would be greatly enhanced by departmental status. One result would be enhanced attractiveness to students. These presently include the Early Childhood Center (ECC) and the Action Planning Center (APC). The ECC is the locus for the prototype Day Care Training Program; it has worked closely with Community Education since its inception. The APC was developed within Community Education to teach change skills through gaming simulations, analysis of urban problems, etc. Both the ECC and APC serve not only Community Education students, but also other students from the School of Education and the community; they need departmental affiliation to become effective semi-autonomous credit-granting components and thereby to generate new students in the School of Education. For them to become independent departments would constitute pointless duplication of effort. They share no significant activities or interests with any existing departments. They share programming, students, and a non-compensatory orientation with Community Education, and would logically become part of the department.

Coordination

A new department would greatly enhance the coordinative capabilities of Community Education.

a) Departmental status would facilitate relations between Community Education and other units, departments and services, such as purchasing within the University. Presently, intra-university dealings are complicated and difficult, because people are accustomed to dealing with departments, not programs (even though the Community Education Program is large, and brings in over $100,000 per year). For instance, Community Education staff want to work out cooperative relationships with other departments involved in urban programming, but mechanisms for such cooperation are based upon departmental status; it is a great disadvantage to negotiate agreements where the program does not operate from the
same base. Another difficulty is that the University reward system is set up to recognize chiefly departmental activities; merit, for example, is distributed by departments. It is difficult to adapt these policies to a non-departmental structure.

b) The School of Education has for a number of years operated federally-funded programs, such as the High School Equivalency Program, Upward Bound, and Teacher Corps-Corrections, which work primarily with minority and poor populations. These programs have always been mere adjuncts to the School, with no department taking a serious interest in them. Consequently, the School has never been able to provide sufficient technical assistance. Community Education would be the logical department for them to affiliate with, and they will do so once the department becomes a reality.

Structure of Proposed Department

Careful consideration has been given to Chapter Seven of the Laws and Regulations of the University of Wisconsin. The new department would follow the regulations defining departmental membership in most respects.

But in order for the department to become a reality without violating the principles essential for implementing its urban mission, an exception must be made regarding the composition of the departmental executive committee, as described in 7.04(1). The exception is necessary because (1) there are presently no tenured faculty in Community Education, and (2) in order to implement the rules contained in 7.05, it is imperative that individuals with major program responsibilities serve on the executive committee. The department will offer only baccalaureate level activities; no graduate programs are anticipated for any time in the foreseeable future.

Development of programs related to Community Education policies and goals depends upon recruitment of persons who may or may not fall into any of the usual categories of tenured personnel. Many current Community Education staff would never be granted tenure under current divisional rules and regulations, and for them to comply with the requirements for tenure would involve substantial diversion from their primary program responsibilities—which constitute their unique qualification and contribution. At the same time, it is recognized that until there are significant numbers of tenured personnel in the department, it is advisable that individuals with major administrative and program responsibilities play a significant role in helping direct the department.

Consequently, it is proposed that at least fifty percent of the executive committee of this department be composed of:

1) any ranked, tenured faculty who may become members of the department; and
2) ranked, tenured faculty from other departments in the School of Education, appointed by the Dean, who shall sit until there are sufficient tenured faculty within the department to constitute fifty percent.

The remaining members of the executive committee shall consist of two program directors (Director of Community Education and Director of Early Childhood Center) and 4 coordinators within the Community Education program, who now are held responsible for the activities listed in 7.05(1). It should be noted that these people are all on full-time continuing appointments.

* Coordinators: 1) Day Care Specialization; 2) Adolescent Specialization; 3) Action Planning Center and 4) Adult Education Specialization.
Finally, on matters of promotion to tenure and promotion from associate to full professor, the non tenured members of the executive committee will not participate in the discussion and votes concerning those personnel decisions. Rather decisions about tenure will be left with the tenured faculty members.

Summary

In summary, the establishment of a department of Community Education is necessary in order to fully implement the program. Significant community-based programs like this one should be no less than equal to the other programs and activities carried on throughout the University.
CHAPTER 7
THE DEPARTMENT

7.01 Department: Defined
7.02 Departmental Faculty: Membership
7.03 Departmental Faculty: Functions
7.04 Departmental Executive Committee: Membership
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7.01 Department: Defined. A department shall consist of a group of faculty members with a common or closely related disciplinary or mission-oriented interest. Schools or colleges not organized into departments shall operate as departments or organize into appropriate sub-units for the purpose of Chapter 7.

7.02 Departmental Faculty: Membership. All persons holding appointments in a department at the ranks of professor, associate professor or assistant professor, and as determined by the Executive Committee, any instructors, lecturers, visiting professors, visiting associate professors and visiting assistant professors shall have the right to vote or participate otherwise in departmental faculty meetings, provided that this rule shall not be construed to extend or withdraw any membership understanding or arrangements in effect at the time this rule was adopted.

7.03 Departmental Faculty: Functions. The immediate government of the department is vested in its departmental faculty (as defined in Sec. 7.02), which has jurisdiction over all the interests of the department, with authority to determine all departmental questions of educational and administrative policy, other than those matters which are vested in the departmental Executive Committee by Sec. 7.05. The faculty of the department shall be responsible for teaching, research, and public service. Each department shall meet at least once each semester. UFA Doc. 66. Regents 12/17/71

7.04 Departmental Executive Committee: Membership.
   (1) Each department has an Executive Committee, consisting of all full-time members of the department who are professors or associate professors, and, as determined by the Executive Committee at the time of appointment to tenure rank, any person holding a part-time appointment at the rank of professor or associate professor, provided that this rule shall not be construed to extend or withdraw any membership understandings or arrangements in effect at the time this rule was adopted, and provided further that all persons holding multiple or part-time appointments at the ranks of professor or associate professor shall be entitled to membership in at least one departmental Executive Committee. If a unit faculty so provides, assistant professors with tenure may have membership on departmental Executive Committees.
   (2) Members of the Executive Committee who are on leave may participate in its decisions insofar as participation is feasible in the judgment of the Executive Committee.
(3) The Executive Committee may designate a member of the department to serve as secretary, and determine his duties.

7.05 **Departmental Executive Committee: Functions.**

1. The departmental Executive Committee has authority to make recommendations concerning appointments, dismissals, promotions, salaries and other budget matters, which are transmitted through the chairman to the dean. The Executive Committee may, by annual vote, delegate to a smaller committee, or to the chairman, the authority to make recommendations with respect to any or all of the following matters:
   (a) salaries;
   (b) nontenure appointments;
   (c) appointment or promotion of classified personnel;
   (d) appointment of assistants;
   (e) equipment and supplies

2. The departmental Executive Committee may delegate to the full professors of the department the authority to make recommendations for promotions to the rank of full professor.

3. In schools in which departmental structures do not exist, Executive Committees shall have the same authority to make recommendations concerning appointments, dismissals, promotions, salaries, and other budget matters, to the dean or director, as departmental Executive Committees described in paragraph (1) of this section.

7.06 **Departmental Chairman: Selection.**

1. All members of the department having professorial rank, and others who are entitled to vote by action of the departmental Executive Committee, may express their preference for chairman each year by secret ballot, and the entire ballot is transmitted by the department chairman to the dean. The department may by annual vote authorize a committee to count the votes before the ballot is transmitted to the dean. A member of the departmental faculty with professorial rank who is on leave is eligible to participate in this balloting, but not by proxy.

2. After receiving the preference ballot, and following consultation with the chancellor, the dean appoints a chairman from among the members of the department holding professorial rank. Exceptions may be made with consultation between the dean and the unit University Committee.

3. The term of office of a departmental chairman is one year, but there is no limit upon the number of terms he may serve.

7.07 **Departmental Chairman: Duties.** The chairman of the department has the following duties:

1. Serves as the official channel of communications for all matters affecting the department as a whole between the department and the president, the chancellor, the dean, other University officials or departments.

2. Calls meetings of the departmental faculty and of the Executive Committee, and presides over the meetings. He shall call a meeting at the request of any two members of the department.
(3) Has charge of all official correspondence of the department, and of all departmental announcements in the catalogue or other University publications.

(4) Determines that all necessary records of teaching, research, and public service of the department are properly kept and are always accessible to the proper authorities.

(5) Reports to the dean regarding the activities and needs of the department.

(6) Has responsibility for all departmental supplies.

(7) Submits new courses, major revisions of existing courses, and deletion of courses proposed by the department for action by the divisional Executive Committee (or by a course committee) and by the dean.

(8) Takes action, in case of emergency, pending a meeting of the departmental Executive Committee.

(9) In general, acts as the executive of the department.

7.08 Deviations from Chapter 7. While all units of the University should, if at all possible, observe the rules set out in Chapter 7, a unit faculty may authorize deviations from Sec. 7.04 (1) and Sec. 7.06 (1) where observance of these rules is impracticable because of smallness of staff or lack of tenured personnel.

Note: 1) As this document applies to the Center System, wherever the word 'dean' appears it is understood that the vice chancellor for academic affairs may be the appropriate officer.

2) As this document applies to the UW-Green Bay, it should be understood that the term 'department' shall read 'concentration and/or option.'

3) As this document applies to the UW-Parkside, it should be understood that the term 'department' shall read 'division.'

(Approved by the University Faculty Assembly on February 26, 1969 (UFA Document 16) and by the Regents on April 11, 1969).