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ABSTRACT

The Los Angeles City College program reviewed in this report provides, not merely a description of the services that can be provided by community colleges to their target populations, but a system for organizing these services in a meaningful fashion to make optimal use of college resources. It is a useful case study in management and may provide ideas and insights for planners of community services. (Author)

THE NEW DIRECTIONS PROGRAM AT LOS ANGELES CITY COLLEGE:

A SYSTEMS APPROACH TO HUMAN AND COMMUNITY DEVELOPMENT

By: Ron Segovia Dyste
in collaboration with
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Los Angeles City College

A report of the
National Dissemination Project
for Post-Secondary Education

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Research & Planning Office
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FOREWORD

This report is presented by the National Dissemination Project, as an example of the ways in which community colleges might better serve the needs of non-traditional students such as minorities, and the disadvantaged.

The National Dissemination Project is an outgrowth of earlier projects funded or sponsored by the Office of Economic Opportunity to develop comprehensive educational services for the disadvantaged, and to provide institutional support in program development. One of its major missions is to provide information and assistance to planners and educators at the community college level, by responding to their requests for specific data and reports.

The Los Angeles City College program reviewed in this report provides, not merely a description of the services that can be provided by community colleges to its target populations, but a system for organizing these services in a meaningful fashion to make optimal use of college resources. It is a useful case-study in management, and may provide ideas and insights for planners of community services.

We would like to extend our special thanks to Ron Segovia Dyste and the Los Angeles City College Division of Community Services, for permission to print this report and circulate it to community colleges across the United States.

The National Dissemination Project will continue until August 31, 1974 to provide information and assistance to help individuals,

colleges and systems better serve the needs of students, primarily those classified as "non-traditional" and "disadvantaged."

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PREFACE

I would like to express my appreciation to Robin Baltuch, Rick Iwata, and Fred Connell--assistant coordinators in the New Directions Program--for their patience with my managing style (distinguished at times by its notable absence), and for the fine work they did together with Greg Soelsa, our music education specialist, in helping to make the program the success it apparently was. These people helped to collect and summarize most of the data in this report, and without their effort, there would not be any report.

I am especially grateful to the students who worked in the program for their uncommon display of tolerance when things did not go right, for continuing to work when their pay-checks did not show-up, and for making the program most of what it was. Without these people, quite literally, there would have been no program.

The community-based organizations with which we cooperated deserve a special thanks. While they felt the need for additional assistance in their own programs, they did not have to accept and work with our students, nor trust to the skill of our staff to place them, or even work as hard as they often did to solve the many problems that arose. More importantly perhaps, the project directors, teachers, counselors, and school principals involved showed a willingness to tolerate considerable ambiguity and to learn from our joint efforts to muddle through it.

To Claude Ware, Assistant Dean of Community Services, I owe the greatest measure of personal appreciation. Yet, all of us owe to him the idea of the program, the desire to carry it out, and the courage to trust in the development of its eager--but in so many ways--untried staff.

There are a number of support people, both on the campus and those working in cooperating organizations, who contributed much to the program's operation. While I cannot mention them all a word of thanks is expressed to Emmy Iwata, Mei Cheung, Josephine Cooper, Mildred Settle, and Norma Charles.

Finally, on behalf of everyone connected with the New Directions Program, I would like to thank the Community College Board of Trustees and the administration and involved faculty of City College for their support of this program.

PART 1: INTRODUCTION

About This Evaluation

Evaluations in higher education have traditionally focused on the nature of a program's educational outcomes in terms of stated objectives. After asking what the objectives are, evaluators have typically proceeded to limit their inquiry to measuring the extent to which the objectives were achieved, while paying attention to the associated costs.[1]

These matters indicate the two basic criteria by which organizational programs are evaluated: first, did the planned activities in the program achieve the desired results? and, second, were the results achieved at the least cost?[2] Such criteria implicitly emphasize performance alone, and tend to minimize the importance of problem-solving which programs do while trying to achieve their desired results.

Recently, however, attitudes towards evaluation in higher education have shown some change. One detects among some observers a growing realization that educators must stop emulating the physical sciences model (which itself is changing) and begin designing evaluations appropriate to the uncertainties intrinsic to their tasks.

In educational programs of a broad-aimed nature--such as the New Directions Program--evaluation methodologies are beginning to shift their emphasis away from narrow concern with objectives towards more concern with understanding the wider context of the program's setting.

Indeed, evaluations are increasingly seen as concerning themselves with the consequences of a program's effort, of which attaining objectives is but one set.

As Farmer *et al* notes (quoting Weiss and Rein): "The broad-aim program is a major undertaking, and the issue is not the simple-minded one of 'Does it work?' but the much more important one of 'When such a program is introduced, what then happens?'"[3]

Here, as C. Robert Pace argues, the central question is not "What are the objectives?" but "What are the consequences?"[4]

An evaluation methodology appropriate to a broad-aim program would be more descriptive and inductive than experimental in nature, would be more concerned with learning than with measuring, and would employ systems concepts in order to help olarify and eluoidate the complex forces released when such a program is introduced.[5]

But, what is a broad-aim program? From a number of sources I have constructed a composite of what its characteristics seem to be. These are:

1. The program must develop processes for searching and learning in addition to deciding, and it must do so while in the process of performing.
2. The program is both problem-solving and performance oriented, and tends to be more of the former initially.
3. The program deals with autonomous organizations and people both inside and outside the sponsoring institution.
4. The program employs mediating and intensive technologies: that is, it mediates the interaction of participant organizations operating as a catalytic agent; and the program's activities are intensively dependent upon feedback from the participants.
5. The program must manage multiple and often conflicting values concerning purposes, goals, obectives etc., as seen from the role perspectives of the participants.
6. The program has some broad educational purpose.

As will be seen, the New Directions Program fits the above description. For this reason the evaluation approach adopted here is similar to that proposed above. Methods utilized will be described in the body of the report.

It seems fair to warn the reader that the first two parts of the report contain much descriptive and analytic material which represent our effort to examine the program ex post facto in order to see what could be learned. In this, these sections represent one consequence of the program derived from its problem-solving efforts. For us, the biggest problem was in conceptualizing a program design which would provide a unique support service to the students. That design is what appears first in the report.

Readers whose primary concern is to see data and to look at results are encouraged to turn to part three of the report and begin there. However, we would encourage all readers to read the whole report. Supervisors of the program's student are particularly encouraged to read parts one and two.

Basic Systems Concepts

The title page boldly asserts that the New Directions Program employs a systems approach. Indeed, it does in many ways, though this may not have been apparent to many of the program's participants.

That is because the systems approach is much like the Truth: it lies in the eye of the beholder. As a way of thinking about complex programs (for that is all it is) the systems approach has been slow to arrive in education--perhaps because its origin in the military and business has tainted it--and at times it's been wise not to mention it too loudly.

Yet, attitudes towards it have been changing rapidly partly because the systems approach has been more effective than more traditional approaches at helping to understand and solve complex problems. We feel the climate is safe enough to mention it loudly now.

Still, in this report we have minimized the usage of systems concepts. Partly this is because we are learning about systems thinking ourselves and are not yet fully familiar with it, and partly this is because we seek to introduce some of our readers to systems concepts in a gradual way in order to provide them with an opportunity to test them for themselves.

In a sense, much of the purpose of this report is to begin to familiarize many of our important readers with systems language and systems descriptions without entering into a theoretical discussion about the systems approach, which is beyond scope of the paper. Though many systems ideas will appear throughout the report the initiated will recognize that the evaluation is not really a systems approach. Perhaps in another year it will be.

2.

I would now like to briefly summarize a few systems ideas by way of introducing readers to words and phrases which will appear throughout the report.

Quite simply, a system may be defined as a cohesive collection of interrelated and interdependent parts. The human body is such a collection, as is a family, an educational institution, or the New Directions Program.

Systems have boundries separating what is inside the system from what is outside. Anything not inside the system boundry is in the system's environment.

For example, the human skin is a boundry which neatly (and conveniently) separates the inside of the body from the outside. Family kinship relations

form a boundry that is defined both biologically and socially depending on where one lives; in America, the nuclear family is composed of immediate offspring and two parents--the "family" is bounded, and one knows who is an inside member and who is not.

With social organizations like educational institutions boundries get more difficult to define. They may be physical or legal or psychological or something else.

In relation to their environments (what's outside a system) systems are of two ideal types: closed and open. A closed system has little or no transactions with its environment--nothing goes across the system boundry, either into or out of the system. Such systems tend to run down and die.

An open system exchanges information and energy across its boundry, and engages with its environment. Typically, the open system takes in resources from its environment, converts (transforms) them inside, and exports the results back into the environment. The human body for instance takes in food from the environment, converts it into energy, and exports waste (partial results) back into the environment. Such systems tend to grow and become more elaborate and complex. The New Directions Program is an open system.

Systems have parts which interact. Each part operates as a sort of subsystem (and indeed are so called) having the other system parts as its environment (often called contexts). All together, the system's parts add up to something that is whole and far more important and complex than their simple sum. For instance, the human body has many sub-systems which interact to produce a whole living person, like the digestive system, the circulatory system, and the nervous system. The reader may readily recognize some of the sub-systems in an automobile.

The systems approach is a way of thinking of about things <u>as a whole</u>, and seeks to then understand that whole in terms of the interacting parts which make it up.

We make a beginning effort in this report to see the New Directions Program as a whole in terms of its parts. We will be looking for its sub-systems, will try to identify their boundries, and will seek to understand how they interact across those bounaries.

We turn now to a further introduction to the program by way of a synopsis and some preparatory comments before describing the program's sub-systems and later how they operated. The report ends with a look at results along with some conclusions.

The New Directions Program: Synopsis

New Directions Program (NDP) is the name given to a substantial portion of the EOP&S program at L.A. City College which is of a work-study nature. It is a pilot program seeking to surround the student with multiple support services derived from a systematic attempt to combine actual field service with academic studies. In this, NDP is strongly student-centered.

The program has engaged approximately seventy EOP&S students of multi-ethnic background in an on-campus training support program, and an off-campus employment service to eleven community organizations which in turn deliver services to children in elementary schools, juvenile youth in detention, adolescents in community centers, and senior citizens.

During 1972-1973 NDP students delivered over 20,000 man-hours of helping services to over 900 young people and over 400 senior citizens, and participated in over 120 hours of in-service training. Results indicate that these experiences made significant impacts on the students (e.g., on academic major and vocational choices, greater interest in school), on the receiving organizations (e.g., internal changes), and on their respective clientele (e.g., individual attention, enrichment or companionship experiences, more self-awareness).

NDP seeks to promote the personal development of students towards the acquisition of effective interpersonal and occuaptional skills through the organized mix of educational support and field service. NDP also seeks to promote the development of community organizations towards providing what they regard as better service delivery systems. The problems occasioned when an organization accepts several NDP students provide excellent raw material which can be used as the focus of joint college-community problem-solving efforts, and hence, community development in a further educational sense.

NDP jobs, unlike most work-study jobs where the student is employed mainly to serve someone else's needs in exchange for money, are created to serve the complex needs of the student (in addition to money) as much as they are created for the student to serve another's needs. NDP job designs are unique in this way.

The program is organized into three major systems: the educational support and training system; the field service delivery system; and the management support system. Each major system has multiple subsystems, and these systems and subsystems interact and overlap as described in Part 2 of this report.

The program design does not presume to prescribe an alternate and better educational services system which should replace traditional education modes. Rather, NDP seeks to support the old while integrating the new in education.

The Program Context

The immediate organizational context of NDP is composed of City College and EOP&S officials at the state level.

City college was founded in 1929 and is the oldest community college in the city of Los Angeles. Today, it is one of eight community colleges comprising the Los Angeles Community College District which covers over 900 square miles encompassing nearly four million residents of whom some 100,000 attend the campuses day or evening.

About five miles northwest of the downtown area, the campus is located in the midst of one of the largest concentrations of senior citizens in America; to the east and south of the college lie the most massive concentrations of minority groups living in ghettos and barrios in the county.

The growth of these poverty areas during the past fifty years has had a tremendous environmental impact on the college's student body composition, which for many years was predominantly white and middle-class. Today the majority of the students are of minority groups most of whom travel to the campus from nearby poverty areas. The impact of these new students can partly be gauged by the fact that since the early 1960s the college has introduced over twelve major program innovations funded mainly through federal and state sources. (EOP&S is one of them.)

These changes among others have caused to college to undergo considerable strain and self-reassessment. This is still going on, as it is on campuses in other urban areas.

2.

EOP&S stands for Extended Opportunity Programs and Services and is, under state Senate Bill 164, a financial aid and support services program providing assistance to students in higher education (particularly in two-year colleges) who otherwise could not remain in school and complete a course of study because of economic and related social disadvantages.

The funds are provided yearly to colleges requesting them under state guidelines in the form of a proposal, which the college submits to the state.

EOP&S programs on most campuses usually consist of providing students with direct financial grants, peer counseling or tutoring, or work-study jobs.

The amount of money any college devotes to each of these kinds of service varies, and is partly dependent upon local belief concerning the cause-effect relationship between each and its respective impact on student persistence and scholarship.

While the nature of such cause-effect relationships is clearly difficult to discern state EOP&S officials have recently been persuaded enough about their probable nature to produce economic guidelines in the form of cost-effectiveness criteria which strongly influence if not local belief, at least local action on how to distribute the funds among the types of support service.

These criteria have produced a distinct bias in favor of using the funds firstly for direct grants, secondly for peer counseling/tutoring, thirdly for work-study jobs, and lastly for whatever remains.

The rationale implicit in these criteria clearly assumes that the primary obstacle to student progress in school is lack of money, and that progress is to be measured mainly by student persistence with average scholarship.

The Work-Study Rationale of NDP

Work-study jobs have usually taken the form of part-time employment somewhere on a campus, often in a library or cafeteria, and frequently in a departmental office where the student performs odd tasks, such as light typing, envelope stuffing, or running errands.

That is, most work-study jobs are created to serve--not the complex needs (other than financial) of the student employed--but rather the needs of someone overburdened or annoyed with routine tasks.

The majority of students dislike such jobs because they take-up fifteen to twenty hours of time each week, are often dull, and are nearly always low-paying. (At City College work-study jobs have paid two dollars per hour since 1968, despite rising living costs from the general inflation.) Moreover, such jobs usually have nothing to do with the student's academic interests, and in this sense are not really "work-study" at all. Were it not for the money, the typical work-study student would not be working in the job.

Reasons like these are probably back of the EOP&S cost-effectiveness criteria--and this is sensible. As far as the student or the state is concerned such jobs are simply another way of disbursing financial aid, and it is more costly to administer besides. Such jobs may actually hamper a student's progress in school, even though they help to provide the student with money.

This point shows the ambiguous relationship between school progress and the student's receipt of financial aids. The most recent and most extensive study of this relationship at City College concludes that no clear relationship can be found.[6] Yet, one is assumed, as per the EOP&S guidelines.

The ambiguity may be understood by way of analogy. Money may stand in relation to school progress as sex may stand in relation to marriage progress. Where it is inadequate or lacking its importance may become salient to the well-being of the individual. When it is supplied in adequate and satisfactory amount its importance recedes to be replaced by other, and now, more urgent needs.

These are psychosocial in nature, especially to the student in an educational institution where size and complexity often render him confused and alone. Even if financial aid is supplied, the student still requires, now more ever before, informed and sympathetic assistance in making decisions about his life.

Today there are more than 50,000 occupations to choose a livelihood from, and more are emerging each year. To prepare for one or more of them, the student is forced to select from among a bewildering assortment of majors, class schedules, courses, and special programs. And too often, having muddled through the registration maze, the student faces the unhappy prospect of sitting through classes taught with outmoded methods by dull or indifferent instructors whose lecture notes have not changed for a decade or more.

Doubtless there are many ways of designing educational programs to overcome such obstacles, and many have been designed and implemented. In fact, the number of special programs now offered in many institutions rival in complexity the procedural problems they were designed to overcome--adding to the student's confusion. Anyone having tried to acquire financial aid may know what I mean!

The problem is partly that social needs have burst upon the modern scene so fast, in response to which hundreds of programs have been implemented, that few have had time to stop and consider their roles and functions from a systematic and coherent viewpoint. The result is a proliferation of segmented programs which have little or no relation among them. Such has been the case with many work-study programs.

2.

NDP regards part-time employment combined with an in-service training program as having the following potential benefits--benefits entirely missed by providing a direct grant only:

1. Work experience prior to graduation or transfer can help the student build early resumes which may improve on his attractiveness to a prospective employer--especially if the experience is related to the job the student is seeking.
2. Work experience brings the student into contact with other people with whom he must cooperate; in a learningful training program the job-related interpersonal joys and stresses can promote mature personality development.
3. Problems and issues generated by work experience can be used in an effective training program as the raw material by which academic course content can be understood better, and learning sharpened.
4. Work experience, instead of being dull, can provide intrinsic satisfaction for the student, and can enrich his academic life while attending school.
5. Through an effective training program, work experiences can give the student unique insights into the working world, and this can have an impact upon the student's choice of academic major and ultimate vocation.
6. Work experience may help the student improve his sense of responsibility (such as better management of his time), or can have other benefits. For example, field experience can sharpen the student's appreciation of his community's problems, and through problem-solving efforts, can strengthen his realization that problems can be solved.
7. Work experience and related educational support through training allows a college to benefit the student while the student is benefiting a local community organization.

Such benefits have been proffered for work-study before, but little or no systematic effort has been made to actualize them or to assess what happens when the effort is made. NDP made that effort, as is reported later.

Philosophies of Education

Before describing NDP's effort to supply the above benefits our need is to know something about the philosophical orientations which so powerfully influence how educational services are supplied by different educators. The issue here is simply that if NDP purports to support both the educational mission of the college and the student serviced thereby, we must know where it stands in relation to the major schools of educational approach. This will be important for the reader's understanding of the NDP training program.

While all philosophical approaches to education in the United States emphasize developing the capacity of the human mind to think for itself, and share the common goals of improving communication, recognition, and value reassessment, educators do differ on the use to which the learning situation should be put. The differences can be grouped into three main approaches which we will label, for convenience, the academic school, the community development school, and the

group processes school. To clarify their differences we will caricature each one, recognizing their overlap and our over-simplications:[7]

1. The Academic School

This is the oldest tradition in education. The educational setting is typically the formal classroom where learning is believed to occur most efficiently when the instructor is "professing" his expert knowledge about the subject to the listening student.

The latter is passive, and reacts by taking notes, reading assigned texts, taking examinations, and frequently attempting to psyche-out the teacher.

The thrust is strongly cognitive emphasizing the mastery of critical judgement. In the liberal arts, the stress is on assimilating the wisdom of former great minds and applying their teachings to current problems. In the physical and social sciences the stress is on developing intellectual competence in research methodologies and their application.

University undergraduate and community college transfer educational programs are good examples of this philosophical approach. At the extreme, this is the "ivory tower" approach to education.

2. The Community Development School

Though younger than the academic school, this approach has strong roots in the early adult education movement. Here, the instructor's role begins to shift away from the professing expert towards that of an educational facilitator.

Learning is believed to occur most effectively when the student is faced with the problem of solving a real difficulty of personal interest to him. The student is not a passive reactor but learns from his active involvement in the process of solving a problem. He learns by doing.

The educator's job is to guide the student in his problem-solving effort through appropriate techniques--but the instructor avoids actually solving the problem for the student.

Adult education in the form of agricultural extension or military OJT are good examples of this approach. However, the problem-solving approach is increasingly being applied to rural and urban social and economic problems. Title 1 of the Higher Education Act of 1965--concerned with programs in community services and continuing education--approximates this approach to education.

3. The Group Processes School

This view is the most recent. The instructor's role has here made its greatest shift away from the expert dispensor of knowledge towards a group facilitator whose own behavior can become the proper object of a learning situation.

The student is neither reactive nor active. Rather, he is interactive in a learning situation in which the immediate experiences generated via group dynamics becomes the raw material for reflection and understanding.

Where the academic approach is cognitive emphasizing content, this approach sees process itself as content. It is strongly affective in nature and has as its aim the development of an effective, integrated personality.

T-groups and sensitivity sessions are good examples, indicating that this approach is the most informal of the three. Although businesses and public or private clinics have pioneered this method, it is making friends in educational institutions.

At Los Angeles City College there are faculty and administrators who hold value orientations characteristic of one or a combination of these philosophical approaches to providing education.

It would be silly to ignore this and possibly dangerous to try. Indeed, at City College, as in any educational institution at any level, conflicts among educators over hiring policy, curricula content or development, even counseling methodology or such mundane things as office space allocation or paper-work requirements can often be traced to more fundamental issues related to the invisible views of the actors whose philosophical approaches are at odds.

For specialists trained in one broad educational approach are often abused, threatened, or irritated--consciously or not--by specialists trained in another approach. Nor are these matters improved when educators holding different views behave or imply through what they say or do that error and inadequacy lies with other educators, suggesting that educational methodology is a zero-sum game (that is, a student can learn from one approach only by losing something because he is not exposed to another approach).

And this is not all. The learning situation becomes most unfortunate for both the instructor and the student when faculty trained in one approach are suddenly forced to teach a course emphasizing another approach for which the instructor lacks adequate preparation. Indeed, in some contexts the issue of preparing instructors for such change may not even be broached because of the complex interpersonal dynamics released by the suggestion that a professional of many years teaching experience now requires further training!

The result can be an unhappy professional utilizing an instructional methodology in which he or she does not fully believe, and a student who is probably bored. In the long run the situation can become critical as the educational organization is faced with an increasingly turbulent environment (such as the arrival of many new types of students having new expectations) to which its members cannot adequately adapt, but who increasingly find themselves pressured by unseen forces. The associated maladaptation is typically professional behavior which is politely argumentative, defensive, and increasingly closed.

NDP students have supplied a refreshing perspective on these matters, which many of them recognize. It is that in remarkable degree instructors are people too having, like themselves, educational needs best served by one or more of those educational approaches. The problem is to design an educational program which <u>systematically</u> taps the value of each approach. The result can be synergistic rather than zero-sum. As will be seen, the NDP training system attempts to do this and thus tries to support the college mission and the student.

PART 2: DESCRIPTION

Program Design: A Systems Perspective

To facilitate the exposition which follows I have outlined below the major program systems and subsystems:

1.0 The Educational Support and Training System

- 1.1 Intensive Training Subsystem
- 1.2 Field-site Orientation Subsystem
- 1.3 Special Weekly Workshops Subsystem
- 1.4 Weekly Discussion Groups Subsystem
- 1.5 General Semester Workshop Subsystem

2.0 The Field Service Delivery System

- 2.1 Elderly Services Subsystem
  - 2.11 Good Shephard Manor (Residence Home)
  - 2.12 Mount Zion Towers (Residence Home)
  - 2.13 Program of Retired Citizens (Agency)
  - 2.14 Crenshaw Senior Citizen Center (Parks & Recreation)
- 2.2 Tutoring Services Subsystem
  - 2.21 Cahuenga Elementary School
  - 2.22 Crescent Heights Elementary School
  - 2.23 Ramona Elementary School
  - 2.24 Self-Help Graphics Art Center
  - 2.25 Weseley Social Service Center
  - 2.26 Juvenile Hall, Unit J
  - 2.27 School Volunteer and Tutorial Unit
- 2.3 Counseling Services Subsystem (Mobile Advisement Center)
  - 2.31 Independent Market Locations
  - 2.32 Multipurpose Market Locations
  - 2.33 Chain-Store Market Locations
  - 2.34 Adult School Locations
  - 2.35 High School Locations
  - 2.36 Other Locations (e.g., Watts Summer Festival)
- 2.4 Combined Services Subsystem
  - 2.41 Age Is No Object Events
  - 2.42 On-Site Instructional Programs

3.0 The Management Support System

- 3.1 Internal Management Subsystem
- 3.2 External Management Subsystem
- 3.3 Conference Program Subsystem

From the outline above it is clear that NDP is a major undertaking involving multiple aims which comprise a complex programmatic system. Note that the program contains three major, twelve minor, and nineteen mini system components!

Notice that I have named each of the organizations which cooperated with NDP, and have grouped them into the subsystem where they belong.

As per our systems introduction in Part 1, all of the program's subparts are interrelated and interdependent. Much of the effectiveness of the training program is dependent upon the student having field experiences whose educational value can be identified and focused upon. Without a training program field-sites may obtain students of uneven quality. The whole ensemble must be organized and maintained, and that is the job of management. And so forth.

Ideally in a systems approach, each major system (training, services, and management) would have goals defining that system's mission and these goals would interlock and mutually support the overall mission of the whole program. Such goals for each system are presented in this section.

The next step in the systems approach would be to further articulate the major system goals into specific objectives for the subsystems within each major system. These objectives would indicate how the subsystem is to contribute to the major system goals, and thereby, to the overall program mission.

To date, the New Directions Program has not evolved to the level of sophistication where specific objectives for each smaller subsystems have been articulated. This would require joint efforts of the NDP staff, City College personnel, students, and community organizational supervisors; so far, these people have been constrained by lack of time. Yet, this represents an important area for future problem-solving activity on the part of the program's many participants.

The Educational Support and Training System

Conceptually, the training program (as distinct from its implementation subsystems outlined on the previous page) is divided into four parts which are interdependent, as shown on the next page. Thus, the training program as a conceptual schema is also of a systems nature.

The broad goals defining the mission of the training system are as follows:

1. To assist the student in developing effective and satisfying skills in interpersonal relations while improving his self-awareness and decision-making abilities, especially regarding his choice of academic major and future vocation.

FIGURE 1

Concept Outline of NDP Training Program

PART 1: ORIENTATION

Central Idea:	Purpose
Unifying Theme:	Personal Perspective
Focus:	On Me
Anticipated Result:	That a better understanding of where I fit into this program (and into life) will facilitate choosing a personal perspective concerning my educational development and will enable me to better appreciate where other people fit in and how I relate to them.

PART 2: GENERAL TRAINING

Central Idea:	Goals
Unifying Theme:	Commitment
Focus:	My Values
Anticipated Result:	That by deepened self-understanding I can appreciate my potential to help others, and that my commitment to the goals of this program is strengthened to the extent that I value helping and learning relationships as important to my educational growth.

PART 3: SPECIFIC TRAINING

Central Idea:	Objectives
Unifying Theme:	Responsibility
Focus:	What's Expected of Me
Antidipated Result:	That by knowing what is expected of me in this program and at my work site I accept responsibility for what I must do and for what I can do.

PART 4: CONTINUED TRAINING

Central Idea:	Feedback
Unifying Theme:	Sharing
Focus:	Helping and Learning Relationships
Antidipated Result:	That I can help to shape my future educational and vocational development, as well as the future of this program, by sharing my work experiences with others, learning to appreciate its educational value, and contributing my judgement on the course of events.

2. To help the student improve his understanding of and ability to solve local community problems through work experience in an operating community organization.

3. To help the student acquire new insights and greater interest in his academic studies through guided discussions concerning the application of his school learning to understanding real phenomena in both his college and work experience melieu.

These goals define the broad mission of the training system, and are further articulated in the form of sub-goals related to each portion of the training program. (See the rhetorical statements under "Anticipated Results" in Figure 1, the previous page.)

2.

The reader will notice that the three goals above correspond to the NDP version of each of the philosophical approaches to education disoussed in the previous section: that is, the first goal relates to the group processes school; the second goal relates to the community development school; and the third goal relates to the academic school.

Yet, none of the goals exactly fits the oharacterization given earlier on each of the philosophical approaches. Rather, NDP's training goals are composites or combinations of these philosophical orientations. It is the job of the training program to articulate their interdependence in a systematic way, and it is the job the training subsystems to integrate and implement their articulation.

The way this is done is illustrated on the next page.

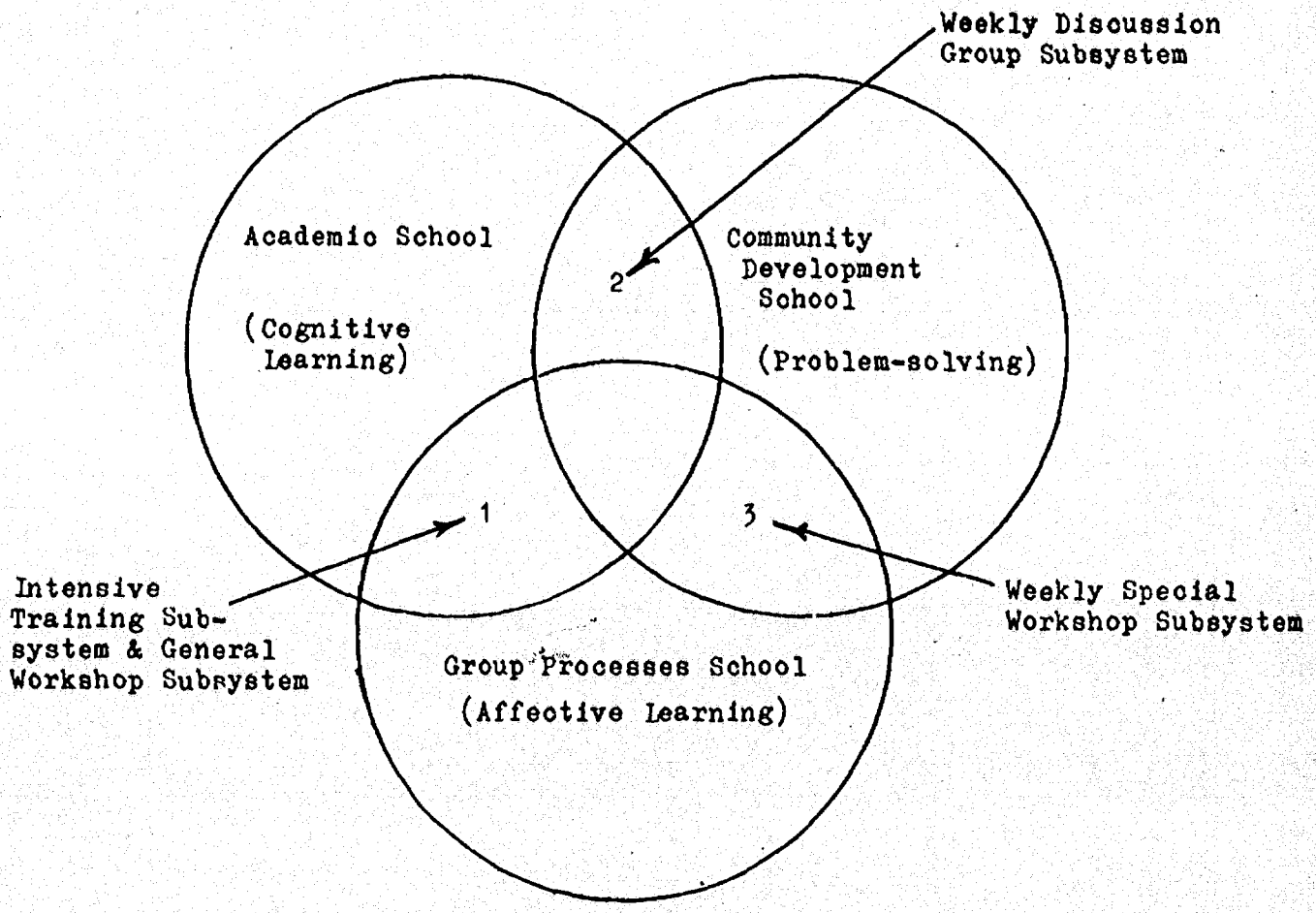
The intensive training subsystem lasts about 40 hours and consists of parts 1 and 2 of the concept training outline. All NDP students participate in planned activities and reading (using the NDP Training Manual) prior to their assignment to work in a community organization. Here, the training attempts to integrate the philosophical approaches of the group processes and academic schools, as indicated by intersection number 1 in Figure 2.

On completion of the intensive training period students are assigned to one of the field service delivery components where they undergo the field-site orientation training subsystem. Orientations are planned jointly by the NDP staff and the field-site supervisors, and it consists of part 3 of the training program outline. Students learn about what they will be doing while working at the organization to which they were assigned.

Thereafter throughout the semester the students participate in two hours of in-service training conducted on-campus and which consists of part 4 in

FIGURE 2

NDP Training Support System



the training concept outline. Two further training subsystems occur here.

During one hour students meet in discussion groups of an interdisciplinary nature where some effort is made to interpret the students' field experiences in terms of their academic studies taken in the regular college instructional program. Academic learning is applied to problems encountered in the field in order to shed light upon possible (and impossible) solutions. The discussion groups are an effort to integrate the academic school and the community development school, as indicated by intersection number 2 above.

During the other hour students are grouped for meetings according to the field-site to which they are assigned. Thus, all of the students assigned to work at, say, the Program of Retired Citizens, meet together for one hour each

week in special workshop sessions. The purpose of these special meetings is to apply group process and problem-solving methods to the specific issues and problems which arise for the students working at the same site. These meetings also allow for some specialization concerning learning materials which can be introduced through discussion, films, guest speakers, etc. germane to the field service subsystem in which the students are located. For instance, trainers can easily introduce special materials concerning senior citizens for students serving them, and not bore other students who are serving children in an elementary school. The reverse is also the case.

The final subsystem in the training program is the General Workshop, conducted for a full day near the end of each semester. The workshop is planned and implemented entirely by a group of NDP students who volunteer to do so (though NDP staff supervises). This provides students with an opportunity to try out some educational ideas and methods of their own. The workshop experience promotes the development of leadership and responsibility among students, and this one of the workshop's purposes.

The General Workshop is also meant to reunite all of the NDP students in order to promote a sense of identity with the whole program, since they have been segmented into special workshop and discussion groups, not to mention by their field-site assignments throughout the semester. In a more subtle vein, it is hoped that identification with the whole program will foster the further identification of the student with that part of the institution represented by NDP. To the extent that this happens, a large complex institution like Los Angeles City College becomes a little more personal, and the student a little less prone to alienation. The workshop has the character of the intensive training subsystem and tends to employ many of its methods. Thus, it combines group processes with cognitive materials, and fits into intersection number 1 in Figure 2 with the intensive training.

The central intersection in the diagram represents the integration of all educational approaches, which can take place only in the mind of each student. But the training program surrounds the student in supportive fashion and aims to stimulate the student's learning according to methods from different educational approaches. It thus operates to support the student's effort to learn, and the college's effort to facilitate his learning. In doing so, NDP emphasizes <u>all three</u> approaches to educational services.

The Field Service Delivery System

As noted, on completing the intensive training period the student is assigned to a field site where he or she undergoes the field-site orientation. Thereafter, the student works at the site for ten hours each week.

The broad goals defining the mission of the field service delivery system are as follows:

1. To provide the student with meaningful and satisfying work experiences in human services which respond to his basic psychosocial needs to love and be loved, and to feel worthwhile to himself and others.
2. To provide the student with work experiences which can contribute significantly to her educational and vocational development.
3. To provide quality student services to community organizations which request them for the purposes of improving their own service delivery systems according to the organizations' own desires.

Students are assigned to work in one of three broad service areas (tutoring, paraprofessional counseling, and elderly) and, within each service area, to one community organization. Assignments are for one semester duration at minimum, though assignments for the whole academic year are typical.

Assignments are made by the NDP staff in accordance with three criteria: the student's preferences; the receiving organization requirements; and the student's time availability. Other factors, such the student's academic major or residence location, are collateral considerations.

Field-site locations are identified by organizational name within each service area on page 12 of this report. What the students did while working at these sites will be reported in the next section which describes the field operation of the program. (This includes combined services having a special nature.)

Meanwhile, it is important to note that within the systems approach the next step in describing the field service delivery system would be to specify the purpose and sub-goals of each service area subsystem and to show how they contribute to the mission goals listed above. Inasmuch as this would require joint effort by the field-site supervisors and NDP staff, it would be presumptuous to make that attempt here, alone. This represents an important area for future program development, and I would invite field-site supervisors to think about it.

For the time-being, it may be helpful to specify the meaning of terms such as goals, objectives, and purposes, inasmuch as they are often used interchangeably. Definitions of these words are nearly always arbitrary, which is

fine as long as everyone is agreed. For future reference we offer the following definitions which we think are helpful in making useful distinctions as among these terms during planning and program implementation:

1. GOAL: A statement which indicates the broad direction into which an individual or a group intends to go. Goals may or may not be stated in verifiable or measurable terms, and may or may not have a time limit (time bounded). Goals answer the question, "Where are we going?"
2. OBJECTIVE: A statement which indicates a specific outcome which is to be achieved by an individual or a group. Objectives are always stated in verifiable or measurable terms, and are always time bounded. Objectives can usefully be thought of as the reduction of a goal into results which indicate whether or not the individual or group is on the path towards the goal, and whether or not any movement along that path is occurring. Objectives answer the question, "What have we accomplished on our way towards the goal?"
3. PURPOSE: A statement which indicates the reason for which an individual or a group is doing something, such as trying to reach a goal. Purposes answer the question, "Why are we doing something?"

These definitions are used in the NDP training program and some consideration of them is suggested to important readers because it would be helpful to find either these definitions or alternate ones on which everyone in the New Directions Program can agree.

The Management Support System

The purpose of the management support system is to provide adequate integration of the NDP training and service systems, which are highly differentiated as to task activities and functions. The management system goals are as follows:

1. To support the New Directions Program, in its internal and external activities, by conducting general program planning, staffing, motivating, organizing, monitoring, and evaluating functions.
2. To foster the general conditions underwhich inter-organizational problem-solving activities may be conducted on a regular and systematic basis.
3. To provide other support services to NDP, such as conducting staff training and development seminars for all interested program participants, integrating NDP with the college instructional program, or fostering the release of college faculty and other resources for community educational purposes.

The management system is composed of three subsystems, as indicated on page 12: the internal management subsystem; the external management subsystem; and the conferences subsystem.

Internal management, comprising the NDP staff, is concerned with planning and conducting the training program, supporting the students through private consultations, working with campus administrators or faculty, and monitoring housekeeping functions such as pay procedures.

External management, comprising the NDP assistant coordinators and the field-site supervisors and related personnel, is concerned with monitoring student field activities, implementation on a daily basis of program policy, on-site problem-solving, and housekeeping functions such as time-accounting for the students together with determining and maintaining their work schedules.

The conference program, comprising all participant organizational supervisors and NDP staff and administrators, is concerned with establishing on a joint and interdependent basis overall program policy, program reviews, and solving interorganizational problems.

The internal management consisted of the following people and their related area responsibilities:

Ron Dyste, NDP Coordinator: Responsible for general management and supervision of the training program. He conducted the weekly discussion sessions in the training program.

Robin Baltuch, Assistant Coordinator, Tutoring Subsystem: Responsible for supervision of students assigned to tutoring activities. She conducted the weekly workshop sessions with students grouped according to their field-site assignment.

Rick Iwata, Assistant Coordinator, Elderly Services Subsystem: Responsible for supervision of students assigned to deliver services to the elderly. He conducted the weekly workshop sessions with students grouped according to their field-site assignment.

Fred Connell, Assistant Coordinator, MAC Subsystem: Responsible for supervision of students delivering counseling/advisement services aboard the Mobile Advisement Center (MAC). He conducted the MAC crew weekly workshop sessions.

Greg Scelsa, Music Education Specialist: An experimental position, he was responsible for developing some significant NDP combined services events in coordination with Miss Baltuch and Mr. Iwata.

The external management consisted primarily of the three assistant coordinators and their opposites in each of the field-sites to which they had students assigned. Thus, students on-site were under the overlapping supervision of an NDP staff member and the staff of the organization to which they were assigned. Note that the assistant coordinators performed in two roles: they were managers making field visits; and they were trainers in their respective weekly workshop training sessions.

Summary: A Systems Integration Model

How are the program's three major system components integrated? and what is the pattern of interaction among the program's many participants?

These are the major questions any complex organization must answer, and the response of the New Directions Program is diagrammed on the next page.

At first sight, this conceptualization may appear complex (as indeed it is!) but with some explanation it is quite understandable. Readers may find the diagram easier to appreciate if it is imagined in a three-dimensional way, with the heavy dark boxes seen to be coming out into the foreground, the lighter boxes appearing in the mid-ground, and the dotted boxes in the background.

Figure 3 depicts the interrelation and boundries of NDP's three human activity systems: training, services, and management.

The field service delivery system appears in the form of the three dark boxes in the foreground, corresponding to the three subsystems described earlier. Note that the dark line bounds the participants in each service delivery subsystem, which includes the students (who are in the workshops "ws"), the agency to which they are assigned and through which the students come into contact with the agency's clients. Arrows show the interaction patterns. Notice that the assistant coordinator is not included in the service delivery boundry, indicating he or she supports the delivery of services, but does not deliver direct service himself (or herself). Roman numerals denote the service subsystems.

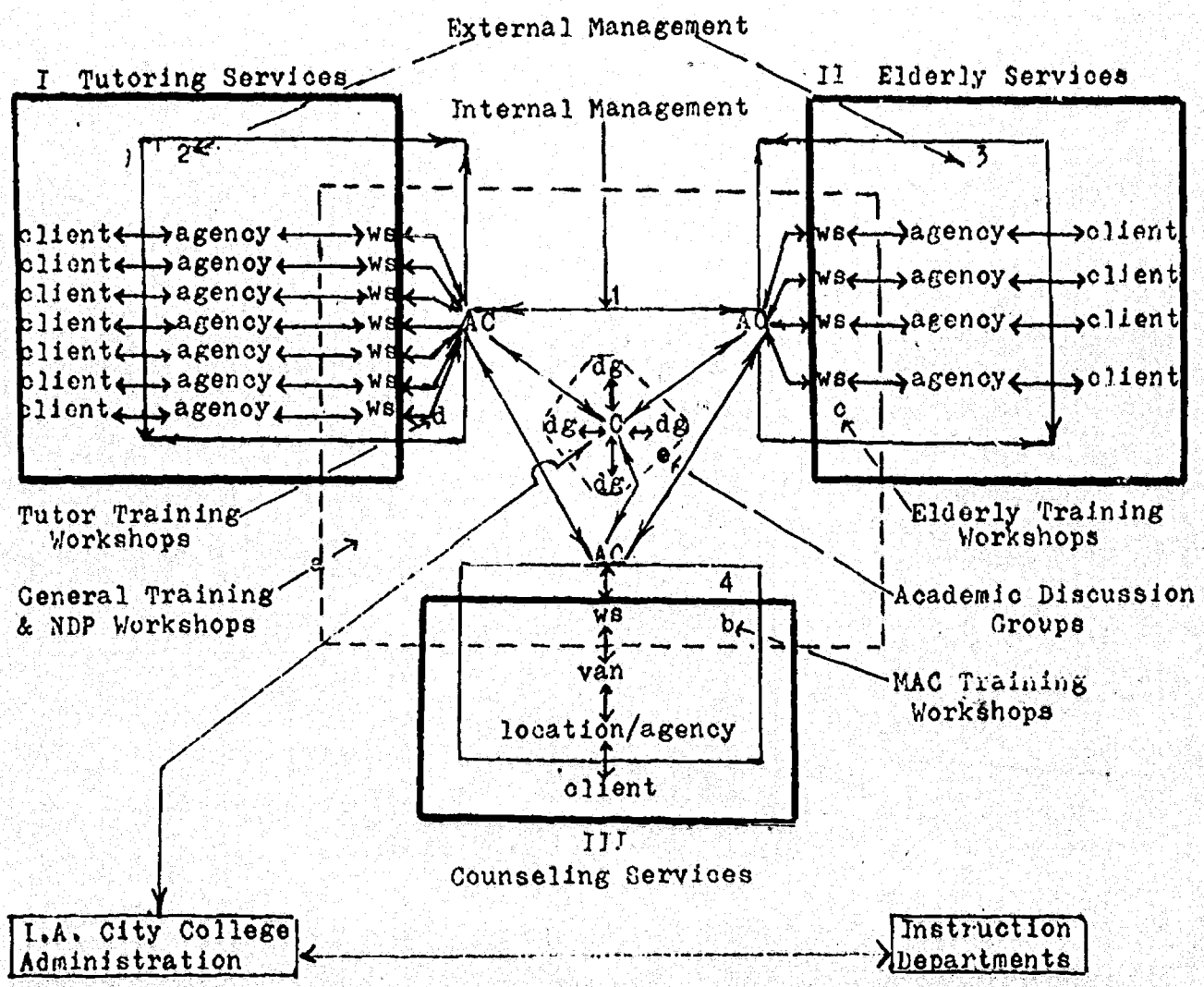
The management system is seen divided into its external and internal subsystems (the conferences cannot be drawn easily). The inner triangle, marked with number "1", shows the coordinator and three assistance coordinators (one per service area) and their interaction patterns. The music education specialist is not shown, but this triangle constitutes the internal management subsystem described on the previous page.

The light boxes numbered 2, 3, and 4 constitute the external management subsystem. Notice that the boundries include the students (again inside "ws"), the agency supervisors, and the assistant coordinator supervising a service subsystem. Clients served at the agency are not in the external management subsystem. At this point, the reader should notice that the external management subsystems underlap with a portion of the services delivery subsystems, indicating that there is an overlap between delivering services and managing that delivery. Thus, for example, students go through their assigned agency to reach its clientele, and this is supervised jointly by NDP and the agency.

FIGURE 3

NDP COMPONENT AND SUB-COMPONENT SYSTEMS

1972-1973



LEGEND

- long solid arrows indicate management and training systems e.g., boxes 2,3,4.
- Shorter solid arrows indicate interactions and their direction.
- light boxes and inner solid triangle indicate management systems.
- Dashed or partially dashed boxes indicate training systems.
- Dark boxes indicate service delivery and access systems.
- Nomenclature: C= coordinator; AC= assistant coordinator; dg= discussion groups; ws= workshop sessions, and includes the work-study students.

The large dotted box in the background denotes the whole NDP training program. Notice that the discussion groups and weekly workshop sessions lie within the boundries of the large box, indicating that these are subsystems of the whole training system.

Again, there are overlaps here. Note that the workshop sessions are bounded by the dotted line and a portion of the external management boundry line, indicating that the workshops serve both a training and a management function. For example, if an agency supervisor were having problems with one (or more) of the students assigned to his agency, he could come to the appropriate workshop on-campus and meet with the students involved and their NDP supervisor to iron out matters (which in fact happened). In this case, the design of the training system facilitates individual problem-solving (a management issue) which otherwise would be hard since students on-site have different work schedules making it difficult for a site supervisor to meet with all of his (or her) assigned students if the need arose..

The workshops are also included in the service delivery subsystem boundry, indicating that it is during the workshops that students provide feedback (as groups per field assignment) concerning their service activities. Such feedback is critical to designing new approaches for better service delivery, which is something that the students and their respective NDP and field-site supervisors can work together on during the workshop sessions.

The discussion groups (denoted "dg") lie within the internal management triangle boundry, indicating that like the workshops they serve both a training and management function. Only here the management functions relate only to internal matters concerning the students and NDP staff. For example, a student who fell below his EOP&S unit requirement for work-study employment would be contacted during his discussion group. Note that through the coordinator conducting the discussion groups all NDP students are linked into the campus administrative and instructional organization.

The subsystems in the training program are denoted in the diagram by the letters a, b, c, d, and e.

Conclusion

In conclusion two things concern us: firstly some implications of the NDP model of educational support services; and secondly a reminder and reinforcement concerning the significance of parts 1 and 2 of this report.

On a wall in the community services office at City College hangs another model of NDP. It is an organization chart of a kind familiar to most readers which shows, in a block diagram, the NDP program components, their related supervisory relationships, and NDP's relation to other community services programs.

Few people pay any attention to the chart, and therein lies its only interest to us. The chart is ignored because, like most charts which it resembles, it is irrelevant.

But not entirely. For its represents the thinking back of the design of the dominant form of organization in all modern societies: the bureaucracy. The organizational design of NDP, as we have seen in Figure 3, differs sharply from a bureaucratic model and that is partly why it appears so unfamiliar and strange at first sight. This is important and deserves a word. (Again, we will simplify.)

Bureaucratic models of organizations evolved over the past several centuries and received a powerful stimulus at the arrival and subsequent development of the Industrial Revolution.

Bureaucracies grew rapidly in response to a new need: how could man organize what were becoming highly specialized and interdependent man-task activities in order to insure the maximum performance with the minimum of interference? The emphasis was on organizational efficiency, especially economic efficiency because people were generally very poor and resources were scarce--it was necessary to get the most out of what one had.

Bureaucratic organizations were the answer, and a very good one at that! The social and economic environments in which they grew-up were, by modern standards, relatively stable and unchanging. That being so bureaucracies had limited involvement with their environments. In fact, in the interest of efficiency, the environment of the society was carved-up according to general problem areas, and a bureaucracy emerged having the function of dealing with a limited part of the socio-economic environment.

In this way social organizations segmented themselves specializing in a certain function: schools had the function of providing education only; police had the function of enforcing the law only; the post office had the function of delivering mail only; welfare departments grew-up having the function of delivering (economic) public assistance only; corporations had the function of providing material goods and services only; and so forth. Then, within each functional area the related organizations sub-divided again into further specializations, such as elementary, secondary, and higher education organizations.

To work in such bureaucratic organizations people had to be educated properly. For many years this meant people also had to specialize in what they learned if they were to fit into the organization. One thing all people had to learn however was that in a bureaucracy they had to suppress their personal feelings and emotions, and that was because emotions interfered with efficiency and damaged the operation of the organization.

All this worked very well. Because the particular part of the environment which any given bureaucracy had to deal with was relatively unchanging the organization could predict what it had to do. These predictions were converted into rules and regulations which told a worker what he should do when a situation confronted him. The task was primarily to match the right rule with the particular situation to which it applied.

Finally, the performance of a bureaucratic organization was itself subdivided into separate activities which were then grouped to define a person's job. This meant that each person in the organization also had a function and it was defined in his duty statement. All the jobs in the organization were then related to each other in the form of a hierarchy, with each position having certain duties and so much authority. The result was our familiar organization chart.

In other words, once a bureaucracy defined its function in relation to a specific and relatively unchanging part of the environment, it could turn its attention inward and concentrate on the most efficient way to do its job. And because the environment was usually the same the organization could forget it--it posed few new problems. Bureaucracies then, were (and are) an organizational form of a closed system. Also, they emphasized efficiency and performance.

But we all know that things are changing faster than ever--the environment is no longer stable--it is increasingly turbulent and constantly creates new and novel problems. Yet, our organizational models have not changed as fast. The biggest evidence of this is our modern contempt for bureaucratic "red-tape". This is nothing more than the consequences of bureaucracies attempting to cope with problems created by an unpredictable environment by adding more regulations or referring novel problems upward because a lower functionary has no authority to act on them.

The environment of NDP is highly unpredictable and requires an organizational model which allows NDP to engage continuously and systematically with the people and organizations in it. A bureaucratic model is obviously inappropriate. But a systems model, such as the one we have been describing, may do the trick!

Such a model is flexible and responsive to the many problems which the changing environment creates. And that is why NDP must be a problem-solving organization in addition to being a performance organization.

2.

All this brings us to the second concern of this conclusion. We began in the Introduction by defining NDP as a "broad-aim" program (see page 2) and hopefully the preceding remarks will help the reader understand how significant this is--NDP cannot operate effectively as a performance oriented (bureaucratic) organization only. Yet, because most of us grew-up in a bureaucratic age we tend to search for performance measures only, and nevermind the rest. That is partly why evaluations in the past have focused mainly on objectives and with figuring-out ways of measuring "success" solely in terms of how well the objectives were accomplished. In comparison with industrial leaders or men working with applied or pure research in the physical sciences, educators have long harbored an inferiority complex because--basically--they have always worked with a highly unpredicatable environmental factor: people. And for this there never have been hard and fast measurements. When educators did develop measurement procedures which looked something akin to hard science (e.g., achievement or vocational interests tests) they tended at first to place too much reliance on them and got into trouble. Today, educators are increasingly coming to realize that while research into performance measurements must (and should) continue, they also must be placed into proper perspective.

An important part of this perspective is understanding the problems created by shifting and unstable educational environments. The context in which educational performance takes place must be appreciated as much as the performance itself. An understanding of the context is itself a consequence of a program's performing activities, especially those activities relating to the problem-solving which an educational program must perform.

Of great practical importance is the way an educational program goes about solving the problem of conceptualizing its field of endeavor, and of how it then proceeds to actualize its conceptualizations and tests them in the reality.

It has been the purpose of parts 1 and 2 of this evaluation to begin the process of solving the conceptual problems associated with understanding the work of NDP. These parts of this report have not been concerned with performance measures, such as the impact of the program on the student or the community. In terms of evaluating NDP, the last 25 pages represent <u>in toto</u> one set of consequences of nine months of NDP performance; other performance outcomes follow.