

# A DECADE OF COMMUNITY DEVELOPMENT IN HAWAII

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I have experienced most of the events that make up this informal essay. This ten-year chronicle only suggests analysis of the substance and processes of what community educators call a national movement. I ask readers to find elsewhere in this issue what others mean by "community" and "education" as these phenomena are linked in the conceptual, practical, and evaluative meanings of "community education."

I have woven this essay out of four historical strands of this "movement" in Hawaii:

1. The role of the Charles Stewart Mott Foundation of Flint, Michigan, as pioneer, stimulator, and benefactor of the conceptual and practical development of community education.
2. The Hawaii Community Education Association's (HCEA's) efforts in disseminating the concept, mainly through four annual state conferences, from 1974 to 1977, and in implementing the concept.
3. The events and processes used by Hawaii's community education advocates in seeking State Board of Education (BOE) support and involvement in this movement, including the State Department of Education's (DOE's) decision to implement community education through the existing DOE Adult Education administrative structure—with federal funds.
4. The steps leading to the Spring 1977 opening of the Hawaii Center for Adult and Community Education Development at the University of Hawaii, the integration of Hawaii Center goals and objectives with those of the DOE's federally funded 1978-79 Community Education Development Project, and the linkage of community education developments in Hawaii with the national "center network," a network of approximately 100 centers as sites of Mott Foundation, governmental and community education associations' activities.

During the 1960's, about half a dozen Island educators, among them Joshua Agsalud, Mitsugi Nakashima, Andy Nii, and Albert Tamaribuchi, won work-study fellowships to the Mott Foundation supported Inter-University Clinical Preparation Program for Community Education Leadership at Flint, Michigan. Awards to these "Mott Fellows" were made by the Foundation in conjunction with doctoral studies they pursued at cooperating Michigan universities. All together, scores and scores of Mott Fellows completed such programs and then propelled the movement out across the country in roles either of community school directors, professors, school administrators, or center directors.

Hawaii's Mott Fellows arranged in 1972 a Mott-sponsored Flint study-visit for DOE district administrators\* Francis Hatanaka, Albert Miyasato, Andy Nii, Kiyoto Mizuba, and Aiko Otomo. At Flint, considered by educators the showcase of community education, these Island educators also learned of the concept and practice.

Shortly after this Visitation Project, Albert Miyasato initiated a pilot community education project in the Honolulu District as a way of handling such school-community conflicts as the one which had arisen in 1972 over the DOE's "New Social Studies Program." The project was centered at Kalani High School. Drs. Grace Noda, a district teacher, and Joshua Agsalud, Kalani High School Principal, collaborated with Miyasato on the project, a first test in Hawaii of lessons learned at Flint.

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\*The Hawaii State Department of Education is divided into seven districts. The island of Oahu has four—Honolulu, Windward, Leeward, and Central Districts; the islands of Kauai and Niihau constitute the Kauai District; the islands of Maui, Molokai, and Lanai constitute the Maui District, and the island of Hawaii constitutes the Hawaii District. In fiscal, governance, or policy matters, the State's DOE is a single district having one board of education. The DOE is dependent upon State general funds for financing the public schools; the BOE does not have fiscal autonomy.



The Kalani project was launched by the three as "A Model for Community Involvement in Educational Change." In mid-1974, two years later, the Honolulu District published a lengthy report on the project titled *Community Education Model Planning Project* which was intended by its authors to serve as the basis for BOE endorsement and recommended financial support for "testing" at three school complex sites the experimental design for community education development described in the *Model Planning Project*.

During the period in which Miyasato, Noda, and Agsalud readied the *Model Planning Project*, they, with the help of Dr. J. Keith Rogers, Associate Director of the Mott-funded Regional Center for Community School Development, Brigham Young University, conducted a 2-day "Learning Laboratory" on community education at the September 1973 Annual Convention of the Hawaii Congress of Parents and Teachers (PTA). One product of the convention was a resolution requesting the Hawaii State Legislature (the source of DOE financing) to fund and mandate community education in Hawaii's public schools. This resolution was in line with the national PTA's endorsement of community education.

In February 1974, Hawaii's Volunteers for Community Education hosted the first annual Hawaii Conference on Community Education. Grace Noda, major author of *Community Education Model Planning Project*, chaired the conference. Joshua Agsalud presided at the morning session which featured U.S. Representatives Patsy Mink and Spark Matsunaga. Both spoke enthusiastically in support of the concept and of the value of its application in Hawaii and of federal monies soon to be available on a competitive basis to state and local departments of education in the amounts roughly of \$25,000 to \$50,000.

San Jose State University Regional Community Education Center Director, Dr. Tony Carrillo, was invited to the conference by the volunteers to forge a linkage between the San Jose Center and community education development work in Hawaii, and also to help establish a "cooperating center" in Hawaii. National Community Education Association President, Dan Cody, was also invited to assist in founding the Hawaii Community Education Association and to drum up support for and membership in the National Association.

An afternoon panel of Hawaii's Mott Fellows moderated by Albert Miyasato, described the challenges and new roles to which "community schools," unlike "conventional schools" could be responsive and how that could be made so. Pictured

was a community school open 14-16 hours a day, 6 days a week, 52 weeks a year. Embryos through senior citizens would be school members and the curriculum would extend life long. Parents and citizens would become extensively involved in the learning experience of the child. The community school would provide broad opportunities for recreational, social, and community problem-solving and celebrative activities. School personnel would become deeply involved in the life and issues of the school community encouraging total utilization of all human and material resources which were currently not being fully utilized. The larger lessons to be learned were lessons of involvement, of shared decision-making, and full democratic citizenship.

Tony Carrillo and Cody outlined the strategies for implementing community schools and how the San Jose Center and the National Community Education Association could be used by Hawaii's pioneers.

The conference closed with the election of officers and the Board of Directors by the membership of the newly formed Hawaii Community Education Association (HCEA). The membership recognized Grace Noda's leadership in electing her president, a post she was to hold for three years.

In April 1974, Agsalud laid out a preferred future for Hawaii's public schools in a meeting with the Hawaii State Adult Education Advisory Council, the principals of the State's eleven DOE Community Schools for Adults, other DOE administrators, and DOE specialists in adult education. The movement toward such a future would have its beginning in the following:

1. BOE adoption of community education and its willingness to support testing the prepared planning model readied in the Honolulu District.
2. A center for training community school directors or facilitators for work at disseminating the concept and implementing community schools throughout Hawaii.
3. Development of local and district school/community councils for purposes of conducting community needs assessments, assisting in identifying, gathering, and organizing resources and of sharing decision-making responsibility.

In June 1974, the DOE released the *Community Education Model Planning Project* document making it available to Hawaii Community Education Association members, DOE leaders, BOE members, and key



legislators and government executives and agency people.

On August 8, 1974, upon the recommendation of DOE Superintendent Teichiro Hirata and his deputy, Albert Miyasato, the former Honolulu District Superintendent, the BOE accepted "in principle" the concept of community education and the report, *Community Education Model Planning Project*, but not the staffing and funding plan as outlined in that document. The BOE also accepted Hirata's recommendation that the leaders of the proposed experimental project seek the necessary funds from sources other than State general funds. In brief, this meant that the BOE would not consider community education a priority cost item in its budgetary request to the legislature.

In December 1974, the Hawaii State Adult Education Advisory Council, a body advisory to the BOE, resolved to study the *Planning Project*, especially with an eye on the project's possible implications for reforming the DOE's state-wide system of Community Schools for Adults. Grace Noda presented the experimental project to the adult school principals in January 1975. The meeting focused upon the document's proposed organizational chart. The principals felt they would be pushed aside in the proposed organization and expressed themselves accordingly to Noda and Ralph Stueber, Chairman of the State Adult Education Advisory Council. The principals said that they were already providing some elements of community education and that further developments in the direction of community education might properly be their responsibility—if additional resources and manpower were made available to them!

A short time later, at a regularly scheduled quarterly joint meeting of the Advisory Council, adult school principals, central office personnel, and the adult education curriculum specialists, Mr. James LeVine, State Administrator of Adult Education, posed this far reaching question:

Up to now, adult education has concerned itself primarily with the educational needs of individuals in the areas of basic and remedial education. With limited manpower and funds, we have concentrated our efforts on these *individual needs* rather than on the *group needs* of the community [to solve problems] such as crime, delinquency, family disintegration, pollution, transportation, housing, and general community betterment. Now the question is: Should adult education add on . . . community education activities to deal with the social problems of the community? And, if so, under what kind of

organizational structure should it be?

The Friends of Kamiloiki School and the Community School principals were instrumental in introducing bills on community education during the 1975 legislative session. None passed. House Resolution #291, however, requested the DOE to recognize the Friends of Kamiloiki 'Ohana Project, underway in the Honolulu District, for adoption as a community school pilot project "for subsequent implementation throughout the State."

'Ohana, an ancient Hawaiian word for cooperation, love, and loyalty between and among people who live together, was clearly an example of what the Mott Fellows, the Hawaii Community Education Association, and the Congress of Parents and Teachers were all pressing for. Francis M. Hatanaka, new Honolulu District Superintendent, was quoted by Mary Cooke in a *Honolulu Advertiser* 'Ohana news story as saying that the 'Ohana Project was a ". . . sweeping movement toward the involvement of the community as a whole in effecting meaningful educational change and improvement." Mr. Art Wong, Principal of Kamiloiki Elementary School, was quoted in the same story as saying: "This ['Ohana] is the finest thing I've ever witnessed or experienced in my 25-plus years in education in Hawaii, on the mainland, and in England." Quentin Olwell, succeeding Mrs. Vivian Ing as Friends' President, said of Ing in Cooke's story: "Vivian Ing has been our program genius." (It was Ing's persistent kind of leadership as a parent that had galvanized the 'Ohana Project at Kamiloiki School and the energies of a highly resourceful parent group.) Cooke quoted Ing as saying: "We [the Friends] hope to contribute to other parent-teacher groups and public education policy."

Before the summer break of 1975, the Second Annual Hawaii Conference on Community Education took place. Again, Mott Fellows, Mott films, the Hawaii Community Education Association, and leader Grace Noda presented an upbeat conference. Congresswoman Patsy Mink was again a speaker. Luncheon speakers Governor George Ariyoshi and DOE Superintendent Hirata put their stamp of approval on the proceeding. Tony Carrillo was also again a speaker and caught up in the enthusiasm which, seemingly, was everywhere. BOE member Marian Saunders, too, shared her support for greater involvement of the public in public education, but earlier she had told Stueber of the BOE's resistance to adding yet another layer of DOE bureaucracy for community education.

In the *Community Educator*, Vol. 1, No. 1, 1974, the Hawaii Community Education Association's



fledgling journal, Noda reported that the establishment of a "cooperating center" in Hawaii, funded in part by the Mott Foundation, was imminent. Noda also reported that federal funds for seventy community education projects nation-wide would shortly be available from the federal government. Would Hawaii be one of the recipients? Would the DOE make a bid for federal funds? Was there sufficient clarity of concept and implementation strategies? What about the costs of facilitators? Was a state-wide initiative to follow pilot testing?

On October 3, 1975, the State Adult Education Advisory Council unanimously recommended to the BOE, through liaison BOE member, Mr. Howard Takenaka, and Council Chairperson Stueber, "... the creation of a state agency combining AE and CE [adult education and community education]," and "that the chair appoint a committee to develop a recommendation/proposal to be sent to the board."

In October, too, Noda, Agsalud, and Miyasato presented to the Superintendent's group a proposal for State legislative funding and also arranged a presentation of that proposal to the BOE in November.

Near the end of 1975, Associate Dean Andrew In of the College of Education, University of Hawaii, formally proposed an "agreement" between the University and the Mott Foundation to establish a Hawaii Center for Community Education Development. Tony Carrillo had set aside at the San Jose Regional Center \$15,000 in seed money for Hawaii. Independent of In's initiative, Stueber had recommended to the Adult Education Advisory Council that a facility for adult and community education development would bear looking into on the part of the Council's Liaison Committee.

As a result of strong objections to the "Agreement" by University Chancellor for Community Colleges Shiro Amioka, College of Education Dean Hubert Everly withdrew the proposed "Agreement." Amioka had been State DOE Superintendent from January 1971 through December 1973 and had taken the position that community education was a "natural" next phase of the DOE's adult education development. As Chancellor for Community Colleges, he remained of that opinion and understood that the "Agreement" carried with it a University appointment for Grace Noda—an appointment at the Associate Professor level he did not favor.

This, then, was the situation at the time of the Third Annual Community Education Conference held in May 1976.

1. The Association's leadership had developed the Honolulu District's *Community Education Model Planning Project* and had presented it, including its "Implementation Phase I" and a Bill for an Act, a plan for legislative funding, to the BOE in August 1974, and at a 3-hour "study session" on November 6, 1975. The net effect was a broadened awareness of the concept among educators and agency people and the BOE's adoption of the concept of community education "in principle." Also, the BOE had recommended to the community education advocates a search for funds other than State general funds.
2. The Hawaii Community Education Association had been organized as an active agent to promote community education along lines established by the Mott Foundation and the National Community Education Association, and as reported in the Association's *Community Education Journal*.
3. The March 1976 deadline for applications from state and local DOEs for federal monies through the federal Community Schools Act had passed. Hawaii had not submitted a proposal.
4. The College of Education's proposed "Agreement" between the University and the Mott Foundation had fizzled. Hawaii and Montana were the two remaining states in which community educators strove to establish a center; in 48 states they had succeeded.
5. The Adult Education Council and community schools principals had recommended to the BOE and the House Education Committee that the next logical development of the DOE's State adult education program should be in the direction of community education.
6. Both Honolulu newspapers had given wide publicity to the Friends of Kamiloiki-'Ohana Project, a community and community school development "model" which the State Legislature had also applauded and granted a small amount of money, much to the displeasure of the BOE. In the opinion of Mr. James LeVine, State Adult Education Administrator, the BOE was displeased because the Legislature was being bombarded with requests for community education grants from several different community groups and legislators blamed the DOE for not organizing these requests. The BOE's policy imperatives appeared short circuited by the fiscal power of the Legis-



lature—a problem inherent in the arrangement.

The Third Annual Community Education Conference was a modest affair by earlier standards. Congresswoman Mink was again on hand, in part, to note that the initiative for community education development was slowly shifting to government at the national and state levels and that the Mott Foundation, the National Community Education Association, and state associations were shifting to a strong supporting role.

Vivian Ing brought the conferees up to date on 'Ohana; Dr. Robert Gibson described work being carried out in Windward Oahu by the Waimanalo Education Task Force which he headed; Mr. George Okihiro did similarly for the Windward Community Education Council of Kaneohe. Grace Noda talked of progress at the Kalani Complex and after a short session on "issues/problems and strategies," the conference closed at noon.

Earlier conferences had been full-packed day-into-evening sessions. Now, Noda spoke of being "burned out." Had the fuel she had provided the Hawaii movement been used up? Had too many questions about the nature of community education gone unanswered? Had "tight money" and "fiscal prudence" dampened enthusiasm for new initiatives? Did the State's highly centralized administrative and fiscal structure for public education serve as a block to initiative advocated by the Mott Fellows? Was community education a middle or educated class movement as demonstrated by the 'Ohana experience? Or, was that model workable among citizens of all educational and socio-economic levels? Were Hawaii's professionalized and unionized school personnel openly responsive to grass-roots community needs as expressed on a small scale and at the local level? Were the DOE's Community School for Adults actually carrying out and helping to give form to community education as portrayed in the literature? James LeVine had noted that adult education concerned itself primarily with the educational needs of adults in the areas of basic and remedial education. (This writer found little evidence of a broad public debate over these questions during this period as such debate might have given fuller public meaning to the community education concept.)

At the August 1976 Board meeting, the leadership of NCEA passed from Noda to Nii, now administrator of the State's Compensatory Education Program. At that meeting, Andrew In announced that Carrillo was being replaced by Dr. David Migocki as the San Jose Center Director and that the \$15,000 earmarked for a Hawaii Center was still available.

Andrew In reported at the September meeting of the Board that College Dean Hubert Everly was willing to again open negotiations with the Mott Foundation through the newly created California Consortium for Community Education Development in which Migocki served as facilitator for Hawaii's inclusion on an equal status with the seven California centers of the Consortium. Andy Nii asked In to invite Migocki to Hawaii for a round of talks and also assured the Board that he would seek Superintendent Charles Clark's endorsement of a center at the University. Shortly thereafter, Clark sent Everly a written endorsement of a center noting that his, Clark's, goals of greater involvement of the schools with their communities and the establishment of local community/school advisory councils at all schools were harmonious with the concept of community education. Superintendent Clark also noted that he expected school personnel to use the training component of the center in achieving these goals.

Ralph Stueber's job as HCEA recording secretary became linked to his job as chairperson of the College's Department of Educational Foundations through Everly's renewed efforts to open a center. Stueber's experience as chairperson of the Adult Education Advisory Council as successor to Mr. Stephen Kanda, a man wise to the historic struggle for good public education in Hawaii and a long-time advocate and practitioner of community education, afforded him insight into the DOE's adult education tradition. He was also appreciative of historic work of the HCEA. Dean Everly had all along encouraged Stueber's involvement as a means of gaining insight into needs the College might serve both in adult and community education.

Everly had developed in this period a College policy in cooperation with the DOE and legislative education committees, whereby College faculty could take as part of their workload "service" to the public school system in the form of teacher and school improvement projects, workshops, institutes, etc. Stueber made a preliminary survey of Educational Foundations' faculty interest in "service" in the form of community education. The Department made a formal commitment to that end in early Fall 1977, and Stueber assigned two faculty "position count" to community education development work with the DOE.

David Migocki came to Hawaii in November to complete a round of talks with College leaders, DOE adult educators, Superintendent Clark, and HCEA leaders. Shortly after, Stueber prepared a proposal to the Mott Foundation for support for a Center for Adult and Community Education Development.



Dr. Herman Aizawa, Principal of Farrington High School, in Honolulu, and Treasurer of HCEA, represented the College, the DOE, and HCEA as he carried the proposal to the November meeting of the California Consortium. The Consortium membership approved the proposal pending incorporation of its suggested format and recommendations.

Ralph Stueber gained approval from Everly and the University Office of Research for his revised proposal, and from the University Contracts and Grants Office to accept grant money. He mailed the full proposal to Migocki in late December. The Consortium was not unanimous in its support of the full proposal and consensus was necessary for the Consortium to act. Several issues were pin-pointed, and, with Mott approval, Santa Barbara Center Director William Cirone, and Santa Clara Center Director David Aikman flew to Hawaii for further talks and a first-hand look. These two men were not convinced that a university-based center would be (could be?) sufficiently committed to "street work" in the community, in their language, to warrant Consortium and Mott Foundation support of a Hawaii center at the University.

Ralph Stueber arranged for Cirone's and Aikman's April 1978 visit. Both liked what they encountered as they met with College faculty and students, DOE school-level people, and the HCEA board. They were especially impressed by a slide show presented in the company of John and Marian Kelly, Barbara Hunt, Fannie Shaftel, and William Boyer. These people, all community activists, were involved in a project leading to the restoration of an ancient Hawaiian fishing village through the efforts of the Mokauea Fisherman's Association. Kelly and the fishermen presented the project as example, too, of 'Ohana, and both Cirone and Aikman advised John Kelley that the Mott Foundation would likely be supportive of the project because of its citizen initiative qualities.

Both the Consortium and the Foundation hesitated on the inclusion of "adult" in the proposed Hawaii center title. To answer through Cirone and Aikman, Stueber set up a meeting between them and those he thought might attest to the reasonableness for that inclusion. Joshua Agsalud, who had become State Director of the Department of Labor and Industrial Relations, attended, as did Howard Takenaka, BOE member and liaison between the DOE and the Adult Education Advisory Council. Also in attendance were James LeVine, Ralph Maeda, Adult Education Advisory Council Chairperson, Noboru Higa, Adult Education Specialist, Central Office, and Akira Fukuda and Sherman Dahl, Principals respectively of the Farrington and Kaimuki Community Schools for

Adults. All present verbally endorsed the bid for Mott funding and the establishment of a center for both adult and community education. Cirone and Aikman supported Hawaii's bid for Consortium membership at the April 1977 Consortium meeting convinced that working toward community school development through the DOE adult education "structure" was workable and realistic.

The Fourth Annual HCEA Conference in May 1977 had a district grass-roots quality highlighted by the involvement of School Advisory Council members from Farrington High School, Dole Intermediate School, and Kalihi-Uka Elementary School. State Senator Robert Taira gave the keynote address and Stueber announced that the Hawaii center had finally been established. The main event was "Simulation/Gaming—A Tool for Community," conducted by University Professor Ray Conrad. The game was "Star Power" and gave participants a simulation of social class behavior, cooperation and/or competition, group solidarity and/or fragmentation, individualism, etc. The conference ended after the noon meal having been markedly different in format, in size, and in life roles reflected by those in attendance. The Farrington Complex was "targeted" in the Hawaii center's 1977-78 goals and objectives for community school development work.

In May, too, Stueber attended a 3-day Mott-sponsored Western Center Directors' Conference in San Diego. Then in September, the California/Hawaii Consortium held a 2-day workshop to draw from the San Diego Conference and the new 1978-83 Mott Foundation 5-year plan in hammering out a 5-year Consortium plan with which to guide developments in the eight member centers. Stueber, as Hawaii Center Director, was left with the task of "squaring" Consortium goals and objectives with the "service" goals of the College, the goals of the adult educators of the DOE, and, to whatever extent possible, the goals of the Hawaii Community Education Association and those of the schools in the Farrington Complex.

At the October 1977 HCEA Board meeting, Chairman Nii asked Aizawa to head a committee made up of In, Noda (on an on-call basis since she had announced her resignation from the DOE), Nii, Michael Nakama of the Boy Scouts, and Alice Masatsugu, Principal of Kalihi-Uka Elementary School, to develop a "package" for community school development in the Farrington Complex with an eye to federal monies. It was understood by this group that what had been learned over the years by HCEA leadership would influence the shape of the "package." The committee bogged down, no



"package" was developed.

Fall 1977 saw LeVine busily studying the regulations and criteria governing federal community education grants. To aid this process, LeVine, Stueber, and Ted Yap, long-time Farrington area School Council leader, former member of the State House, and member of the HCEA Board, attended the 1977 Annual Conference of the National Community Education Association. At the Conference, Migocki and staff from the U.S. Office of Education helped LeVine and Stueber conceptualize a federal grant proposal for the DOE. James LeVine, Migocki, and Stueber finished the writing in Honolulu in late December and the proposal was submitted over Superintendent Clark's signature to the U.S. Office of Education on January 5, 1978, after clearing with the BOE the intent of the DOE. The request was for \$80,285 with in-kind DOE matching resources of \$40,320. The dissemination, training, and implementation responsibilities of the Hawaii Center to the DOE community education development project were "built-into" the DOE grant proposal by its authors. DOE administrators insisted that the proposal follow a state-wide format. The hopes of starting something at the Farrington Complex fizzled or at best were set aside.

The agencies and individuals that affixed an endorsement of the DOE proposal's goals and objectives included Ralph Maeda, Chairperson and the members of the Adult Education Advisory Council, the City and County Department of Parks and Recreation Senior Citizen's Program over Wilfred Oka's signature. Oka, a long-time practitioner of community education and member of the Adult Education Advisory Council, had also participated in HCEA conferences as a member. Representatives Calvin Say and Senator Taira endorsed the proposal as did Doris Ching, Director of Hawaii Teacher Corps, Acting Chancellor for Community Colleges, Dewey Kim, the Leeward Community College Office of Special Programs and Community Services, Oahu's four district superintendents, Lt. Governor Nelson Doi, Fred Cachola, Director of the Extension Division of the Kamehameha Schools, John Radcliffe, Executive Director of the Hawaii State Teachers' Association, and Charles Amor, Director, Hawaii State Senior Center. Others whose support all along could be assumed by Stueber and LeVine also wrote supporting letters.

Immediately after Superintendent Clark's office had mailed the federal proposal, Stueber, new chairman of the HCEA, called a Board meeting in order to have members consider what central purpose

HCEA might now serve having fulfilled its goals of helping found a center and having seen the DOE apply for federal funds for implementing its community education development project on a state-wide basis and through adult education. Andy Nii proposed that Association leadership resources now be used to follow-up on a survey he had made of Oahu principals to determine interests and needs for community education as they saw it. No decisive action was taken by the Board partially because of the pending outcome of the DOE's bid for federal funds. Center resources would be directed accordingly.

The Hawaii Center "staff," all part-time so as to allow them time for teaching and other departmental and university duties, included Drs. Solomon Jaeckel, Royal Fruehling, Gordon Frazier, Stueber, and doctoral student, Vivian Ing from the Department of Educational Foundations; Dr. Sheldon Varney from Educational Administration, and Dr. Phillip Whitesell from Curriculum and Instruction, were also "staff" to continue their work in servicing the adult education principals and curriculum. Pending the DOE's bid for federal funds, the Center staff members busied themselves during Spring 1978 in concept clarification, in Center and departmental organizational matters, including replacing Stueber as department chairman so as to allow him more time for Center development, in the refinement of a Center "advocacy model" by which to set Center goals and objectives in its work in the schools and the community and in providing a workshop on community education for the Hawaii State Teachers' Association's Institute Day. Dr. Victor Kobayashi, a member of the Educational Foundations Department as well as a member of the Teacher Corps Policy Council, conducted a field-based course on community education at the Teacher Corps site at Jarrett Intermediate School. Stueber supported House Resolution #43, sponsored by Representatives Say and Norman Mizuguchi, which called for federal support of the DOE proposal.

A major Center event in Spring 1977 was a workshop for 33 DOE, University, government, and agency leaders held in anticipation of the DOE's success in gaining federal funds. The workshop was designed to do several things:

1. To help participants come to understand the DOE's proposed Community Education Development Project and to know some of its history.
2. To help participants learn more about community education through exposure to



model projects already ongoing including 'Ohana, the Waipahu Intermediate School project run by Andres Libed, and the possibilities in community education available at Kaimuki Community School for Adults from Principal Sherman Dahl.

3. To create a steering/advisory committee broadly representative of the community and of community education supporters and advocates. Of the 33 people attending, 17 volunteered to serve as an advisory/steering committee, pending developments.

Word came in early May that the DOE project had been funded in the amount of \$44,695. LeVine, Stueber, and Betsy Sakata of the University's College of Continuing Education, worked together to tailor the originally proposed activities to fit the smaller budget. On the basis of this work, Stueber completed writing the Center's 1978-79 goals and objectives by which the Center staff would link themselves to the DOE project.

In submitting the 1978-79 Mott budget request, Stueber had to include a description of the educational setting in which the Center was to operate and to indicate some of the obstacles to community school development foreseen. Stueber wrote of the educational setting:

Because of the highly centralized nature of the Hawaii DOE (inclusive of funding of all public schools through legislative appropriations rather than through a Board of Education with fiscal authority), there is a marked tendency of doing only for individual schools what is done for all schools. This means that local initiative and control are essentially emerging concepts and practices where they exist at all. Though the State's public schools and its political economy are influenced predominantly by mainland American standards and styles, there is at the same time a very powerful awareness throughout the educational, political, and economic institutions of the State, of the uniqueness of Hawaii's racial and cultural make-up, her Island Pacific and Asian heritage, and her environmental and ecological fragility. Community forces and dynamics impinge upon schooling with special intensity because of the belief system that racial and ethnic harmony stem from schooling and the processes of education. Yet, alienation, racial conflict, social fragmentation and injustice, and ecological destruction become increasingly common phenomena against which the historic and contemporary quest for community takes

place. These are the problems that trigger and energize interest in community education.

Stueber noted the major obstacles to the development of community education as follows:

Lack of conceptual clarity and/or general agreement on the meaning of "community" as distinguished from "society." (The distinctions made by Professor Donald Oliver of Harvard University are useful in this regard.)

The long history of centralization in Hawaii which, in effect, has set "modernization" against "traditionalism," standardization over variability, professionalism (and careerism) against lay involvement. Much of centralization has been for exploitative purposes and destructive of "community."

Hawaii's long history of colonial-like dependency and the residual of "plantation mentality."

Historical language and social class complications coupled with white/non-white polarization. (The rise of ethnic consciousness is coupled with a growing awareness of issues and possibilities related to pluralism.)

Bigness, growth for growth's sake, uncontrolled speculation and opportunism.

Technical and "engineered" approaches to "problem-solving" at the expense of moral and aesthetic considerations.

The excessive institutionalization of learning and westernization of family life.

The confusion of power and educational authority.

Summer 1978 saw the usual disbursement of educators away from their regular responsibilities. Vivian Ing, Stueber, and Fruehling worked steadily through June and into July in the preparation of a proposal to the Mott Foundation for funding the establishment of an East-Oahu Center for Community-'Ohana. The Friends of Kamiloiki, Inc., were to be recipient and disbursing agent for a request for \$100,000 for each of three years. The proposal documented a broad base of school and community support for the contained plan to broaden and extend the 'Ohana idea and experience into an additional six schools including the Kalani Complex.

Vivian Ing had attended a 2-week workshop in Flint in January 1978, through sponsorship by the California/Hawaii Consortium. Dr. Norwood Rousell, workshop leader, encouraged Ing to develop the 'Ohana proposal, especially because of its emphasis and success in "opening" the Kamiloiki School physically, psychologically, and to shared



decision-making. The Foundation, in February 1979, finally turned down the proposal after much soul searching on Rousell's part because the request to fund "facilitators" in the six cooperating schools would set an unworkable precedent for the Foundation. Ing, Stueber, and Fruehling had hoped a successful demonstration of the necessity and value of facilitators might convince the powers-that-be that state monies for such positions would be a justifiable expenditure, especially in tight money times when coordinated use of limited resources was all the more imperative. The case rested, neither Mott, the BOE, nor the Legislature saw fit to expend monies for facilitators—the heart of community schools.

The DOE's Community Education Development Project got underway in August 1978. During June and July, an ad hoc planning committee was formed by James LeVine to handle the task of sub-contracting the administrative and fiscal support services component of the project to the University's College of Continuing Education, and the evaluation component to a commercial agency. The workshops component, the media/documentary, mini-grants, and state conference components were given preliminary attention by the committee. The committee's membership consisted of LeVine, Chairperson, Nakashima (ex-officio), Tamaribuchi, Nii, Moss Ikeda, Noboru Higa, Nobuo Sato, and Louise Kawato, all of the DOE Central Office, Sakata and Stueber from the University, Aiko Otomo representing district-level administration, Ralph Maeda and Cecil Dotts, former DOE administrator, Teacher Corps Director, and Professor, representing the Adult Education Advisory Council, and Ted Yap, a businessman representing additionally the Board of HCEA and the "grass-roots" of the Farrington High School area. Here was a mix of Mott Fellows, NCEA leaders, DOE and University people, all professionals and all now with the responsibility for initiating, finally, a state-wide project with the intent of involving 350-400 grass-roots persons. The project's purpose: Developing or sharpening awareness of the community education concept and its practical potential through community/school needs assessment activities, through mini-grant projects, and through coming together and sharing these experiences at a state conference, somehow pointing toward policy recommendations to be incorporated in plans for the succeeding year's federal grant and activities.

In August, a joint Hawaii Center/DOE Project meeting, including a designated district coordinator from each of the DOE's seven districts, was held at

the College of Education for the purpose of planning and coordinating project implementation. The calendar called for district workshops on awareness, needs assessment, and planning action for practical local application to be completed by March, mini-grants to be awarded by January, media/documentation and evaluation to run the course of the project, and the state conference to be held in May 1979.

The following people were designated by their respective district superintendents to coordinate project activities in their districts:

Richard Akiyama-Honolulu District  
Charlotte Nagoshi-Central District  
Wilfred Nakamura-Leeward District  
Thelma Hara-Windward District  
Edward Morita-Kauai District  
Masami Fukuoka-Maui District, including the islands of Lanai and Molokai  
Robert Hirano-Hawaii District

In November 1978, DOE Assistant Superintendent Nakashima sent written notice to Superintendent Clark of the intention of the Office of Instructional Services, Adult Education Section, to again enter into discussions and negotiations with the Federal Community Education Office. Before his retirement, LeVine drafted the request for renewed funding. The new proposal asks for \$62,000 of federal support for 1979-80, and includes \$40,320 in-kind DOE matching resources. The proposal for renewed federal funding was built by LeVine essentially on the foundation being laid during 1978-79. As specified in the proposal, the DOE leadership in community education development will again rely upon the Hawaii Center for technical assistance in dissemination, training, and implementation.

In January 1979, the Center broadened the base from which to develop its 1979-80 goals and objectives by involving twenty interested College and University faculty in a 2-day planning and writing session. The resulting statement of goals and objectives, plus a budget request to the Mott Foundation for \$35,000, was immediately forwarded to Consortium members and also directly to the Foundation at the Foundation's request.

The Hawaii Center, as noted earlier, is "staffed" through a workload policy developed by Dean Everly in cooperation with the University administration, the DOE, and Legislators. In 1977, the University Board of Regents requested the University administration, at the system and campus levels, to come forth with an academic development plan which would be the third in a series dating back to the 1960's. The College of Education's portion of that





responsibility fell to the College Faculty Senate's Committee on Curriculum and Program Planning to which Stueber had been elected chairperson by the faculty. The "service" portion of the ensuing College Academic Development Plan III reflected Stueber's handiwork as it described the ongoing and intended "outreach" function of the College into the schools and communities of the state as funded out of state and federal monies. This plan was approved by the College faculty and administration in April 1978. Concurrently with this planning activity, Educational Foundations faculty elected Dr. William Boyer as its new department chairperson. In that process, Boyer laid out to the department a plan calling for explicit emphasis to be given to community education, environmental education, human rights, and global/international education in the Department's MEd and EdD degree programs. The Center's function, as it develops, is intended to provide "outreach" for those Department programs as well as for other "service" activities, college-wide, as laid out in the Academic Development Plan. The Center's "service" to the DOE and its many communities, through the DOE's Community Education Development Project, has provided persons from the Center, the DOE, and these communities opportunity to dialogue with each other. These interchanges should have a shaping in-

fluence on community education as a movement in Hawaii. It is to these dialogues and interchanges that this informal essay might contribute.

At this writing, plans need to be laid to revitalize the HCEA. LeVine, Nii, and Stueber are agreed that "joint sponsorship" of the forthcoming state conference by the DOE, the Association, and the Center and College of Continuing Education as a means of forming "community" among these agencies and constituencies. Joshua Agsalud agreed in October 1978 to serve as general chairman of the state conference. Conference planning work is proceeding to build as much as possible upon the grass-roots involvement that has developed in each of the districts. The process is ongoing, history is only prelude.

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