

COMMUNITY DEVELOPMENT
EDUCATION SERVICE

A PROJECTED PLAN FOR INDIAN COMMUNITIES

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Ottawa, Ontario.
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PREFACE

This plan was prepared and submitted at a time when consideration was being given to the need for a reorganization and expansion of Adult Education Services within the Education Division, Indian Affairs Branch, Department of Citizenship and Immigration.

Based on the conviction that all human beings have within them the potential to become "Masters of Their own Destiny" and that adult education can be a vital force to this end, this plan embodies the recommendations and respected opinions of a large number of people involved in Indian education and familiar with the problem. There is probably nothing new in its approach except that it represents a synthesis of a number of somewhat similar approaches which have been attempted elsewhere with a degree of success.

Section I outlines the basis for proposal indicating the unique opportunity for programme development within the framework of existing services and the possible contribution of such a programme to a relatively new field of endeavour. Section II defines Adult Education within the context of proposal and discusses its relevance for the development of Indian Communities. Based on accepted principles of administration and organization, Sections III and IV discuss organizational aims, procedures and structure emphasizing the need for coordination and integration of effort and outlining basic functions at national, regional and district levels. Sections V and VI deal specifically with staff requirements, selection and training in light of duties and responsibilities. Section VII envisages the step-by-step development of a pilot project - a hypothetical case study of the Community Development Education Officer in action. Section VIII stresses the importance of evaluation as an integral part of all phases of programme development. A brief conclusion summarizes factors basic to the success of this proposal.

This plan is not intended to be a panacea. It is not the intention to "programme" adult education or have adult citizens in a state of being "programmed". Rather is it conceived not within the rigid framework of "programming" but as a simple Plan of Action aimed at liberalizing the mind and spirit of the Indian people and in so doing igniting that spark of imaginative creativity for which our native people have been traditionally famous.

The author acknowledges with grateful thanks indebtedness for valuable assistance, guidance and encouragement from personnel of the Education Division and many others.

Florence M. O'Neill

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INTRODUCTION - BASIS FOR PROPOSAL

The welfare of the Indian people of Canada has been the responsibility of the National Government of Canada since 1867 - a task of no mean proportions for the "Great White Father"; a trying and continuing period of uncertainty for the great majority of the Indian population.

In retrospect much has been accomplished during those intervening years. The continuous and persistent efforts of the Indian Affairs Branch (Department of Citizenship and Immigration) and the Indian and Northern Health Services (Department of National Health and Welfare) have made it possible for this segment of our society to progress towards a fuller and more effective participation in the social, cultural and political life of Canada. Today the great majority of children attend schools, a greater percentage enjoy good health and are socially accepted by their non-Indian neighbours. On the other hand, the number for whom these changes have not taken place is still significantly large, creating an urgent and complex problem, augmented by the rapid growth of the Indian population, with comparably increased expenditure, plus the overall impact of an expanding nation and rapidly changing economy.

As Branch divisions and sections endeavour to meet the many and divergent demands for increased and expanded services, pertinent factors impeding progress come to light, emphasizing the need for an accelerated, strengthened and unified programme. Thus the narrowing influence of extreme segmentation at all levels points to the need for increased understanding both vertically and horizontally. In other words aims, objectives and programmes should not only be clearly understood at all levels by personnel within each division and section but each should know what the other is endeavouring to accomplish. Adequately trained personnel is necessary to meet increased demands for expanding services. While sporadic efforts to meet the need for leadership development at local levels are to be highly commended and are all to the good, paving the way for a more unified approach, there is a definite need for planned follow-up if these services are to be of maximum benefit. Increased welfare assistance over a long period, however necessary, will inevitably take its demoralizing toll.

The inevitability and desirability of integration cannot be questioned. Current efforts must not only continue but increase. Ultimately skilled and professionally qualified Indians will of necessity gravitate to urban centres where remunerative employment is more readily available. This is the normal trend of a modern society regardless of race. However, it must be recognized that integration of the Indian people is a slow process involving readiness on the part of both the Indian and the non-Indian people. Thus current efforts to integrate Indian children into non-Indian schools should take cognizance of the importance of home and community environment and its impact on the development of the whole child.

It must be realized that the school is only a part of the whole process of education, which begins at birth within the family and continues throughout life. Because certain basic human needs persist through time and change the family continues to be the foundation of our society. It is within the family that goals and ideals are established which guide the young and give purpose and direction to adults, hence the need for a sound programme of adult education

geared to raising the standards of the individual, the home and the community thus reinforcing current efforts. Enlightenment and education must apply on all fronts at the same time and to the whole person.

Indications are that the time is ripe for a concerted, objective and unified approach to the solution of what is now by and large conceded to be a problem of increasing concern to public-minded citizens, community leaders and Canadians generally.

Provincial governments and other agencies now recognize that they too have a responsibility to the Indian people and are increasingly willing to be helpful. Events of the past years have done much to bring home to the Indian people the fact that they alone cannot fashion the future world they will inhabit. Increasingly they want the benefits - increased incomes, better homes, greater educational opportunities, improved health, etc. - that only change can bring, yet they fear change, lack independence, sense of responsibility, and confidence to work towards these greater benefits. Clearly it is our responsibility to mobilize and marshal into action the vast reservoir of goodwill towards Indians now existing throughout the country.

That the National Government is actively aware of this need is being continuously evinced through the not insignificant expenditure of time, energy and money that resulted in the voluminous "Reports of the Proceedings of the Senate and the House of Commons Committee on Indians", through past and currently accelerated efforts of Indian Affairs Branch to meet the challenge of increasing needs.

During the fiscal year 1961-62 Canada contributed, and justly so, approximately sixty-two million dollars for overseas development projects of which roughly three and one-half million was allocated for educational projects of one kind or another. Canadian personnel have been and are being recruited for overseas service. We must guard against adverse and often misinformed publicity, which might well become grist for the mill of communistic, anti-democratic propaganda. What Canada is attempting to do for the under-developed areas of the world, surely it must do for its own native Canadians.

Happily the majority of the activities carried out by the various divisions and sections of Indian Affairs Branch have implications for a broad programme of adult education in that they lend themselves to education orientation. In other words such services should and could be used to help the Indian people find their way along a new trail which leads to equal citizenship, maximum self-sufficiency and full participation in our Canadian way of life.

Now is the time for action - the development and implementation of an imaginative, realistic, down-to-earth, flexible plan for adult education conceived in the broadest possible terms - the concerted effort not only of every division of Indian Affairs Branch but of other related federal, provincial and local agencies, of people generally and of the Indian people.

Recommendations submitted by Indian and voluntary organizations and by Provincial Government departments in their respective briefs to the Joint Committee of Senate and the House of Commons on Indian Affairs, strongly support the need for this kind of programme. Such recommendations, the obvious

outcome of much careful preparation, involving considerable expenditure of time, energy and money cannot be dismissed lightly. Facts stated throughout the various briefs bring to light problems of common concern. Many recommendations are interrelated all substantiating the need for a comprehensive programme for community development.

There is no doubt that the community development approach offers positive and constructive experiences which will help build lives of purpose and understanding and a creative community life, nurturing the concept of continuing education as an ongoing need for everyone in a democratic society. The projected plan which follows is in direct agreement with the majority of the recommendations made to Joint Committee of Senate and the House of Commons.

BASIC PHILOSOPHY

At the outset it would be well to clarify what we mean by "adult education" within the context of this proposal. Since adult education is a growing, vital, dynamic force in our democracy, it is difficult to give a specific definition. Adult educators have long conceded that there is no simple, all inclusive, definition. Adult education is now recognized as an international movement - a movement (in the words of Abraham Lincoln) "for the people, of the people and by the people". It is broad in scope and in application has many facets.

As programmes were developed throughout the world, this great movement became known by different names but its aims and principles remained basically the same. This change in terminology might in some measure be due to the fact that in the early stages of its development "adult education" was concerned primarily with illiteracy - for many an unpleasant connotation and so more popular terms came into general usage. In Britain we get "social education"; in America, the largest adult education programme in the world, is known as "The Cooperative Extension Service"; lastly the term "community development" used internationally during the past twenty years as a planned and organized effort or movement to assist under-privileged countries in the solution of their social, economic and cultural problems.

Contrary to popular opinion, community development is not a new idea, its principles were developed and applied by hundreds of government workers long before the term was even thought of. "Community development", as we know it today, grew out of the experience of the past. It is new only in that these principles, now readily recognized, are more consciously and purposefully applied and form the basis for more dynamic policies with new emphasis. Actually all three terms are largely synonymous. Continuous experimentation, research and evaluation bring growth and development and improved methods and procedures used in the attainment of our basic objective, the development of people. Thus interchange of ideas through international conferences, professional literature and a gradual increase in the number of trained adult educators has had a unifying and stimulating effect on the movement as a whole.

Since our concern is the development of rural Indian communities, the term "community development" will be used throughout this submission. The following excerpt from the report of the U.N. Conference in Malay, March 1957, gives a clear and concise definition of the concept of community development and its implications for economic, social, political and cultural development.

"The term "community development" has come into international usage to denote the processes by which the efforts of the people themselves are united with those of government to improve the economic, social and cultural conditions in communities, to integrate these communities into the life of the nation, and to enable them to contribute fully to national progress.

"This complex of processes is, then, made up of two essential elements: The participation of the people themselves in efforts to improve their levels of living with as much reliance as possible on their own initiative; and the provision of technical and other services in ways

that encourage this initiative, self-help, and mutual-help to make these more effective. It is expressed in programmes designed to achieve a wide variety of specific improvements.

"These programmes are usually concerned with local communities because of the fact that the people living together in a locality have many varied interests in common. Some of these interests are expressed in functional groups organized to further a more limited range of interests not primarily determined by locality."

A careful analysis of the above clearly indicates that our Indian communities undoubtedly lend themselves to the community development approach. Here we have a people with a natural tendency to come together in groups, not because they are Indians but because they have common interests, problems and backgrounds. Furthermore, they have a long history of grouping for protection, hunting, fishing and other communal activities. "One of their greatest strengths", says Oliver LaFarge, well known authority on U.S. Indians, "is that they want to change, want to progress as Indians, and they are concerned for the advancement of all their people as well as for the individual." Community development provides the opportunity for the positive use of this natural tendency. Furthermore, for many Indians, their reserve, however low its standards, is at least a place of refuge where they can feel a sense of security and belonging. Consequently the Indian community will persist and in this familiar and favourable climate they will be brought to grips with their problems and gradually develop the attitudes, skills and concepts required for their democratic participation in the effective solution of as wide as possible a range of community problems in an order of priority determined by their increasing levels of competence.

Since the economic aspect of community development is of primary and basic importance to the success of our efforts, we must realize that not all reserves lend themselves to successful community development in all its aspects - some reserves are too far removed, some too small, some have no economic base. This does not mean that nothing can be done. Indians can be helped to study and understand their problems, evaluate alternatives, and develop a program to utilize this transition period to prepare themselves for integration if necessary into another community.

ORGANIZATION, AIMS AND PROCEDURES

Just as there is no precise and clear-cut definition for community development, neither is there a set pattern of organization. A blueprint designed for one part of the world cannot be applied effectively in another part. Such "footprints" are useful as a source of inspiration, a guide to the successful implementation of principles and procedures, a caution against pitfalls. T.R. Batten in "Communities and their Development" - an authoritative, comparative analysis of differences in aims, methods and organization in some thirty under-developed countries, states that during the past ten years "nearly everywhere governments and voluntary agencies have been trying out new forms of organization, new methods and new techniques", with new emphasis based on the more conscious and more purposeful application of sound adult education principles. Aims, organization and methods are constantly being adjusted in light of experience and certain basic trends, pertinent to the success of any community development programme established. It is now recognized that:

- Technical assistance can be most effective when it functions along with an adequate educational programme e.g. housing, agriculture, etc.
- The coordination and integration of the services of available, related government and local agencies enables each agency to make its maximum contribution with resultant saving of time, energy, money and the elimination of wasteful duplication.
- Working with groups is more effective than with individuals "in the mass".
- The programme should be the concern of the whole community, involving as many people as possible, remembering that no matter how good the programme is, if it is superimposed it will not work.
- The community development worker must have at least a working knowledge of the traditions, customs and values of the community before beginning to help initiate a programme which must be based on actual wants as distinct from agency's needs.

In the final analysis, then, methods of organization, aims and procedures at all levels must be worked out to meet specific needs and in relation to existing circumstances. The following are some, basic factors to be considered:

- A recognition of the fact that though outwardly modified, sometimes invisible, Indian communities have "a spiritual and psychological heritage, characterizing almost all people of Indian status and background". (Brief, Canadian Catholic Conference).
- Modern technology has made little inroad on the lives of the many and immanent changes will necessitate a tremendous cultural and economic adjustment which we must struggle to accomplish.
- Among other factors lack of education, isolation and hand-to-mouth existence have resulted in marked irresponsibility in financial matters.

- "Government paternalism encourages dependency - through the years initiative and resourcefulness have been dissipated; Indians deprived of responsible decision-making and participation roles have accepted a pattern of dependency" (Brief Fed. Sask. Indians).
- Attitude of Indians towards government. At the start the communities will be more influenced by what the agency has done in the past, than by what it is trying to do; hence need for sound policy and good salesmanship at the outset. Here, in the interest of strengthening Indian cooperation, an essential ingredient to success, it might be advisable to drop the word "integration", at least temporarily, and stress the more positive and less contentious term "community development".
- Differences in social, economic and cultural development between Indian and neighbouring non-Indian communities and resultant negative attitudes on both sides.

The Indian people must, therefore, be assisted to advance socially, economically and politically through community development in their own communities to the point where special educational services will no longer be needed or justified, thus paving the way for participation in provincial services available to non-Indian communities and at the same time, automatically facilitating integration; hence the organization of special educational services is of urgent and immediate concern. This concurs with Brief of Indian Association of Alberta to Joint Committee 1960, which states "a long-range policy is needed with the over-all aim of the total emancipation of the Indian, at his own pace and as he wishes".

"What type of programme", in the words of Brief submitted by The Federation of Saskatchewan Indians to the Joint Committee of Senate and Commons on Indian Affairs, "is required to act as an antidote to government paternalism and at the same time invoke the enthusiasm and catch the imagination of the Natives?" We are in complete agreement that "it should involve the whole man, the whole community ... that it must be national in scope and oriented from the village upward and not from the State downward", the latter being one of the well-known principles of adult education.

In developing a plan of action for community development it must be borne in mind that though our concern is for a native people the situation is entirely different than that of developing countries - the native inhabitants of Canada are a part of a great nation; Indian communities are, for the most part, "next door" to thriving non-Indian communities, which set competitive standards of achievement. Moreover, in Canada, government agencies at various levels and local agencies are increasingly anxious to help.

Long Range Goals:

The basic aim of any community development programme is the development of the people, through their own initiative, to identify and solve problems affecting their welfare. This is an educational process involving changes in people - in their knowledge, abilities, skills, attitudes, appreciations and ideas - enabling them to live richer and fuller lives and in so doing make their maximum contribution to society. This plan for community development then aims:

1. To hasten the processes of acculturation and social change with the minimum disequilibrium within the personality make-up of the individual, within the family, and within the larger social grouping.
2. To ascertain, to preserve and perfect the best elements within the Indian culture, and building on these elements to endeavour to bring about economic, social, intellectual and cultural changes consonant with a higher and more desirable level of integration.
3. To convince the Indian that he is the principle agent of his own rehabilitation

In other words, to raise the standards of Indian groups through participation in a well-defined programme of community development to the point where they will be equipped to participate fully in our Canadian way of life and thus make their maximum contribution to the economic, social, political, spiritual and cultural life of the nation.

Specific Objectives:

Briefly stated, the specific objectives of proposed community development programme, which brings together on a continuing organized basis, private citizens, community leaders, national and provincial government personnel, providing a basis for unity and a frame-work for activities of community-wide concern, are:

1. To coordinate and integrate the services of available, related government and local agencies enabling each to make its maximum impact on community development with minimum loss of time, energy and duplication of effort.
2. To assist in the organization and development of adequate community and/or area organizations, vehicles necessary to meet the established goals of special interest groups in the fields of agriculture, housing, fisheries, forestry and conservation, marketing, management, sanitation, foods and nutrition, clothing, consumer education, family economics, human relations including parent education and child development.
3. To locate and train voluntary local leaders for the general and specific roles necessary for the implementation of the various phases of community development programmes.
4. To provide voluntary local leaders and group members with opportunities for educational experiences emphasizing both the development of the individual and of physical resources.
5. To make available to group leaders and members necessary, suitable up-to-date technical and subject matter information - pamphlets, bulletins, etc. - in above-mentioned and related fields.
6. To assist community groups to obtain information and other help needed from organizations other than those included in cooperative plan.

7. To assist all groups or individuals whose activities or interests are relevant to community development.
8. To assist in the development of a frame-work through which a community can evaluate its resources, its progress and become aware of its potential.
9. To stimulate purposeful demand for basic training in the three R's and make provision for same upon request.
10. To discover special talent and ability and assist in the provision of opportunities for its development in the best interest of all concerned.
11. To endeavour to bring home to the Indian people - adults and youth - an increased appreciation of the importance of education in enabling them to take their rightful place in a complex society.
12. To work towards a gradual breakdown of racial barriers between Indian and non-Indian communities through efforts designed to interpret needs of Indians to non-Indian communities and to awaken sympathetic understanding, increased appreciation and respect for Indian people and vice versa.

It is proposed that the implementation of these objectives be tried out in two pilot projects with the hope that, in the words of Brief submitted to Joint Committee by British Columbia Department of Social Welfare, "Imaginative, social research and experimentation can pay dividends".

ORGANIZATIONAL STRUCTURE

These are brave objectives, the attainment of which must of necessity be a slow step-by-step process, involving at all levels the persistent support and active cooperation of all agencies whose activities impinge on the development of Indian communities. It would be an over-simplification of the whole problem were we not consciously aware of the many impediments to progress, the pitfalls to be avoided, the delicacies involved, etc. Nevertheless, with all its complexities, we are convinced that the job of developing and administering an effective programme can be done if we realistically consider the various phases necessary to the development of a well-balanced overall programme.

Any programme to be successful must be built on a sound foundation. This is particularly true of community development programmes involving the participation of representatives of many diversified agencies and organizations. Lines of communication should be clearly defined and kept open at all levels, so that pertinent information and ideas flow freely, eliminating as far as possible unnecessary confusion and resultant inefficiency. In other words there should be effective vertical and horizontal communication - organizational structure must be understood by all personnel and responsibility for communication must be accepted fully by those who have administrative and supervisory responsibilities.

Our first concern then is to make every effort at the outset to ensure the setting up of a smoothly running efficient organization by building a sound foundation at national, regional and district* levels.

While in actuality the three cannot be separated each must be carefully considered in relation to the whole if we are to develop a decentralized programme, national in scope, to meet the varying needs of Indian communities in their respective provinces.

Essentially it would appear that the first step in setting up proposed Community Development Education Service - a broad but definite charter - to which all divisions could subscribe, would be for national representatives of each branch division already concerned with programme implementation at the local level through its regional and agency offices to sit down and:

- . Look at the total Indian population across Canada, and evaluate the functioning of its various agencies in the light of particular policies, aims and objectives and in the light of the vast totality of its needs.
- . Mindful of the primary objective - a planned coordinated and integrated effort - carefully consider and objectively appraise proposed Community Development Education Service.

Such an analytical job is mandatory in clarifying for the consideration of all concerned the needs of specific agencies and the role of proposed service with respect to other agencies, its functions, areas of priority, responsibility, and the people it should rightfully serve.

* A district, in this context, is a designated number of contiguous Indian communities with office established in that community which sociologically and geographically might be considered to be centrally located.

From discussion, the need for the continuing effort of such a representative body will be readily appreciated as being imperative in the implementation of a broad long-range programme, designed to provide a means of focusing the full force of the various agencies and the community on problems which are vital now and will be no less vital in the future.

This second step in developing proposed service will be most effectively met through the dynamic and purposeful leadership of an Interdivisional Joint Planning Committee, composed of national representatives of branch divisions and sections whose primary concern is programme development at the local level.

Preliminary meetings will be necessary before organization is finalized to consider composition of committee, specific objectives, functions, terms of reference, etc. Let us assume that the long-range goal will be to further the coordination of branch agency services so that they will make their maximum impact on the lives of the Indian people. This can be achieved only by the establishment and maintenance of cooperative relationship and understanding, involving the pooling and discussion of ideas and problems, periodic appraisal of accomplishments, the discussion of projected changes or adaptations in the light of developing programmes etc.

As group thinking is crystallized important joint functions will evolve, projects will be determined and necessary sub-committees appointed. The following are some suggested areas of branch programmes for consideration from the standpoint of community development principles and procedures:

- . Cooperative housing - self-help and aided self-help programmes.
- . Training of voluntary local leaders at local and regional levels.
- . Economic development of reserve resources human and natural.
- . Relocation from marginal areas.
- . Training of Indian Affairs Branch personnel at regional and agency levels.
- . Development of the coordinated Indian agency as a possible working unit for community development.
- . Devising long-range working units with emphasis on projected pilot projects.
- . Evaluation of branch field staff with a view to relating their specific areas of competence to programme requirements in given geographical districts.
- . Removal of illiteracy as a basis for group action.
- . Cooperative programme planning on local and regional basis.
- . Development of subject matter material - bulletins, brochures, etc., geared to consumer level and necessary for development of the various programmes.

At this point it might be well to consider some of the benefits which might be anticipated to accrue to each participating section or division from the efforts of an actively functioning Joint Planning Committee:

- In implementing their respective programmes, agencies or sections will of necessity involve the Indian through group action. In other words, programmes will be oriented or slanted towards the development of people.
- Coordination at the local level will be far easier if it permeates all structural levels.
- This cooperation will extend to local and regional levels to the point where field workers from each division or section will have a sense of responsibility for the total programme.
- This type of coordinated effort will of necessity result in a broader understanding of the policies and purposes of all divisions; thus helping to eliminate some of the contradictions between the various programmes presently operating, and resulting confusion in the minds of the Indians.
- A more effective use of branch staff.

Coordination just does not happen overnight. It is a slow continuous process involving time, energy, patience, persistent effort and the cooperation of each participant. On this united effort depends the future of the Interdivisional Joint Planning Committee.

As the Joint Planning Committee takes shape, there will be a definite need for the services of an executive secretary.

National Level

The primary function at the national level which should be in a sense a clearing house, a helpful link between theory and practice, is to assist in the development and maintenance of strong and effective programmes at regional and local levels through intelligent, creative leadership. Specific responsibilities include:

1. General supervision at all levels.
2. Budgeting for and expenditure of approved funds, justification of expenditure in light of achievements, preparation of interim and annual reports.
3. Developing and maintaining functional relationships with Inter-divisional Joint Planning Committee in the attainment of common objectives.
4. Policy determination in cooperation with associates.
5. Developing and maintaining cooperative relationships with other related government and non-government organizations, national and

provincial in the interest of a long-range coordinated and integrated programme at the local level.

6. Staff recruitment, selection in cooperation with selection committee, recommendations for appointments, promotions, etc.
7. Initial and on-the-spot training of regional and district field workers and adult education teachers.
8. Maintenance of efficient office administration involving the keeping of accurate and up-to-date records showing overall accomplishments to be used in programme evaluation and in planning further developments.
9. Assistance in locating and/or preparation of subject matter and other materials for use in programme development.
10. Building and maintenance of adult education reference library, subject matter resources files, lists of films and film-strips with evaluations, suitable for use in programme development.
11. Guidance and assistance in establishing functional offices at regional and district levels.
12. Guidance and assistance in planning and holding biannual staff conferences and workshops, local leader training conferences, leaders' rallies and other regional and/or district-wide activities. It is assumed that as staff members gain experience, the actual need for such assistance will gradually lessen, releasing staff at national level to give help where most needed and to explore new areas with a view to expansion of service.
13. Full responsibility for planning and holding annual or biennial staff conferences and/or workshops at national level in keeping with needs.
14. Keeping abreast with developments in methods, materials and other pertinent information relative to programme development.
15. The most effective use of press, radio, television and branch newsletter in the interest of good publicity.

With reference to above, it will be appreciated that growth and development will be a gradual process. At the outset energies at national level will be devoted largely to setting up organization, staff recruitment, careful planning and assistance with pilot projects at district level.

Regional Level

Organization at the regional level is most important to ensure the effective development of a broad, decentralized programme, the basic unit of which is on the district or local level. Its overall function is to do those things which cannot be easily or readily done on the local level, providing the necessary coordination between national and district levels and assisting district offices to function with maximum efficiency.

Responsibilities are many and varied, ranging from straight administration to include supervision, staff training, programme planning and actual participation. Permeating all activities is the conscious awareness of the need for developing and nurturing "team spirit". This is true of all community development programmes, but particularly so where the technical services of other branch divisions, related government and local agencies are necessary at both local and district levels. Here there is a tendency - understandingly so, since each agency has its own policy and its own programme - for representatives of the various departments e.g. agriculture, health, etc. to work in isolation and not as a part of an integrated programme.

Nor must we forget that we are building from the bottom up, that no matter how qualified the local level worker might be, the programme cannot progress beyond the people's pace. Here help and understanding from the regional office can be a vital force in developing a realistic programme.

Working in close cooperation with district and national offices, major functions include:

1. The coordination and integration of services of available, related government and local agencies to ensure as far as possible the timely availability of necessary technical assistance at local and district levels. This can be most effectively accomplished through the organization of a Joint Advisory Planning Committee at the provincial or regional level, composed of representatives of the various agencies - health, agriculture, forestry, etc. - depending upon the basic economy and the needs of the Indian people.
2. The preparation of necessary subject matter and other material for use in adult and youth groups. Such efforts will be facilitated by the appointment of pertinent subcommittees.
3. Necessary liaison with branch personnel at regional and district levels in the promotion of overall programme and in keeping with directives emanating from Interdivisional Joint Planning Committee.
4. Assistance with recruitment of part time and/or full time adult education teachers as need arises, recommendations to national office for approval, etc.
5. Preparation of interim and annual reports based on district reports.
6. Maintaining an efficient office - keeping accurate and up-to-date records, reports, adequate supply of materials on hand for use in district, uniform filing system, etc.
7. Overall supervision of district field work, assistance in planning and guiding "district plan of work" with each field worker involving follow-up on district worker's monthly reports, etc., having in mind the most constructive use of time and energy.
8. Responsibility for planning and holding mid-year and annual regional staff conferences and/or workshops.

9. Overall responsibility for planning and initiating district local leader training conferences and assistance in actual training of local leaders on both district and community levels when and where feasible.
10. Preparation of regional budget, justification for expenditure of approved funds in light of careful evaluation of accomplishments.
11. Participation in community and district-wide programme events - achievement days, rallies, sports programmes, etc. whenever possible.
12. Responsibility for timely publicity - press, radio, etc. to include, as programme expands, regional bimonthly newsletter and if feasible weekly radio programme.
13. Take advantage of every opportunity to break down racial barriers between Indian and non-Indian communities.
14. Encourage professional growth and development through keeping abreast of developments in methods and techniques, drawing pertinent material to attention of staff members.

Development of a broad, decentralized programme will be slow. Organizational procedures and methods will be established on a uniform basis during an experimental period.

District Level

Thus far we have endeavoured to clarify basic functions on national and regional levels, to show the relationship of each to the other and the importance of both to the effective organization of the whole. Organization at the district level will be discussed in greater detail under "Programme Implementation", consequent upon this our efforts at this point will be relatively brief and general.

The organizational unit at the district level is basic to the attainment of the overall purposes of proposed service and district workers are the key to the success of programme development. Their activities are many and varied. They are:

- Teachers in that they help people through their own initiative, identify and solve the various problems affecting their welfare. This includes developing the ability of people to function cooperatively as a unit in an effort to solve common problems.
- Organizers in that they stimulate, guide and assist in the development of community and/or area organizations to meet the felt needs of special interest groups and the community as a whole.
- Leaders in that they are alert to sense emerging needs, to anticipate desirable changes of emphasis, and enterprising in keeping flexibility or programming so that it meets the recognized needs of the community.

- Administrators in that they are the local representatives of the Government and as such have responsibility for maintaining an efficient district office reflecting the atmosphere of cheerfulness, understanding and helpfulness in keeping with basic philosophy.

District workers are responsible to the national office through the regional office for progress made in programme development within a prescribed district. An important principle to keep in mind is that community development is a partnership enterprise. District workers in developing a programme based on the needs of the people as seen by the people combine the knowledge and skill of local people with knowledge based on research in the various fields of endeavour. The programme is so organized as to enable the people to utilize all available resources and facilities in carrying out their programmes. This involves working in close cooperation with regional office, with various government agencies, with existing community organizations, community leaders and band members generally.

Cooperative relationships are established through the Regional Joint Planning Committee and in turn carried out on the district level through its respective representatives, thus ensuring technical assistance necessary in developing the various phases of the programme. Despite this assurance, however, community workers must not lose sight of the need for individual follow-up, for the continuous fostering of "team spirit" and maintaining good public relations.

Objectives must be cooperatively determined and yearly plans of work drawn up. Although community workers assist in preparation of final drafts, the guided decisions must come from the people. Here it is important to remember that the public involved should be kept well informed about the programme and progress made.

A community committee representative of existing organizations, technical resource people and the community generally, provides a sound basis for unity and a framework for activities of community-wide concern through which the community worker operates. As the district programme expands representatives of each community committee could form the basis for a district-wide council to strengthen unity, promote district-wide activities, provide an opportunity for pooling ideas, and the further development of outstanding local leaders.

Substantial autonomy must be granted in developing a programme fraught with so many complexities. Community workers need ample freedom in planning and executing programmes at the local level to meet the needs of the various communities; regional supervisors must have freedom in developing their respective programme responsibilities, hence administrative direction must be kept at a minimum.

Freedom brings responsibility. No one is a completely free agent. Like any other government programme, the Community Development Education Service has to be administered. Thus the overall programme, though flexible in that it is built from the bottom up, must be developed within a prescribed frame of reference. This is necessary to ensure effective administration at all levels particularly on the local level. However, with a realistic programme and helpful, understanding personnel no serious difficulties should be anticipated.

STAFF REQUIREMENTS AND SELECTION

It is not an overstatement to say that the success of proposed Community Development Education Service depends on the wise selection of personnel at all levels. "It is better to allow vacancies to remain unfilled than to select persons of doubtful capacity", says T.R. Batten. This is true particularly at the outset. Hence, every precaution must be taken to ensure the wisest possible selection of staff. Salaries must be adequate if it is hoped to attract the qualified personnel necessary for the programme to have the lasting and far-reaching effect it is designed to achieve.

Notwithstanding, it must be recognized that staff recruitment will be one of the most serious impediments. Despite intensive recruitment campaigns, shortage of trained personnel has over the years been the "crying need" of most extension services across Canada. The Canadian Agricultural Extension Council, seriously concerned, a few years ago made a nation-wide investigation of the whole problem. It was realized that adequate facilities for the training of prospective field workers were not available in Canada, and recommendations were made in an effort to meet the need.

Directors of Agricultural Extension Services are now increasingly aware of the field workers' need for additional training in the techniques and methods of extension. Provinces generally are doing something about it. Top personnel are released on leave of absence to take postgraduate training. In some provinces, intensive staff training programmes are held annually in which American professors participate. Some universities are offering special courses for graduate and undergraduate students. This coupled with higher salaries has helped to alleviate a situation which continues to be a perennial problem.

Personnel Essential for Implementation:

The following are minimum staff requirements for implementation of Community Development Education Service as outlined in proposed plan:

National Level: Coordinator
Field Supervisor (female)

Regional Level: Regional Supervisor (Juxtaposition with Regional School Superintendent)

District Level: Community Development Worker (male)
Community Development Worker (female).

The actual number of community workers in each region will be determined on the basis of needs and Indian population. The whole plan presupposes provision for adequate clerical help, plant facilities and equipment necessary for effective programme implementation.

It will be noted provision has not been made for inclusion of itinerant adult education literacy teachers - one for each region - who under direction of Regional Supervisor would be responsible for literacy classes of three months' duration on reserves in keeping with needs and demands. Nor has provision been made for National 4-H Club leader (male) necessary because the movement is highly organized and detailed in application.

Staff Duties and Qualifications:

In any dynamic organization growth and development bring inevitable changes. As the organization passes the pioneer period, functions, duties and qualifications of personnel are more clearly understood.

It must be appreciated that proposed Community Development Education Service is a relatively new type of organization - a coordinated and integrated approach to the development of Indian communities. While every effort was made to lay the foundation for a realistic, down-to-earth programme, it is advisable that pilot projects be undertaken in two areas on an experimental basis during which methods and procedures will be established and a basic pattern developed.

National Level

Duties of Coordinator:

Duties and responsibilities are implicit in functions, outlined on pages 12 and 13. In summary they include responsibility for the administration of the Community Development Education Service and as such involve overall responsibility for all phases of activities on national, regional and district levels that will further the aims and objectives of the service. Specifically they include:

1. Overall supervision of delegated authority.
2. Budgeting and expenditure of approved funds.
3. Developing and maintaining functional relations with Interdivisional Joint Planning Committee and with other related government and non-government organizations, national and provincial.
4. Personnel selection and management, involving establishment of recruitment procedures, long-range planning for replacements and expansion, wisdom in job assignments, in delegation of authority commensurate with responsibility, etc.
5. Policy determination in cooperation with associates.
6. Continuous and objective evaluation of organization as a whole, and the attainment of objectives on district level.
7. Planning and organizing staff in-service training, conferences and workshops.
8. Participation in field activities at regional and district levels when feasible.
9. Preparation of interim and annual reports, timely news releases as need arises.
10. Selection for purchase and assistance with preparation of booklets, pamphlets and other materials for use in programme development.

Qualifications of Coordinator:

1. Minimum qualification degree from a recognized university, preferably postgraduate degree in the field of adult education.
2. Several years of successful experience in the field of extension or community development at both grass-roots and administrative levels.
3. Vision and leadership ability.
4. Rural background.
5. High personal qualifications - integrity, sound judgment, health, sense of purpose or direction, decisiveness, faith, courage, initiative, perseverance, versatility, power of expression in written and spoken word, sense of humour, organization sensitivity.

Duties of Field Supervisor:

Working jointly and closely with headquarters, regional and district staff, duties and responsibilities include:

1. Overall supervision at regional and district levels involving guidance and assistance in maintenance of efficient offices.
2. Partial responsibility for maintenance of efficient office administration at headquarters involving keeping accurate records, etc. for evaluation purposes.
3. Preparation of project and other programme reference material in the fields of foods, clothing, etc.
4. Maintenance of adequate subject matter resource files in the fields of foods, clothing, etc.
5. Keeping regional and district staff members advised of latest findings based on research and possible application to the solution of local problems.
6. Partial responsibility for planning and initiating district leader-training conferences.
7. Partial responsibility for staff conferences and in-service training programmes.
8. Helping new workers initiate programme with necessary follow-up.
9. Assistance in establishing organization in new areas.
10. On-the-spot training of field workers in the most effective use of teaching methods by actual demonstration as need arises and programmes are developed.

11. Evaluation - studying work and worker, constantly evaluating both in light of objectives.
12. Assisting coordinator in discharge of specific duties upon request.
13. Establishing and maintaining good public relations at all levels in the interest of overall programme development.

Qualifications of Field Supervisor:

1. Minimum requirement degree in home economics from an institution of recognized standing, preferably postgraduate degree in techniques and methods of adult education.
2. High technical ability in broad field of home economics.
3. Successful experience in the field of agricultural extension at community and provincial levels.
4. Rural background.
5. Effective teaching ability necessary in assisting personnel at regional and district levels in organizing and developing programmes and in using most effective teaching techniques.
6. Vision and leadership.
7. Clear and systematic thinking.
8. Genuine liking for people.
9. Effective speaking and writing.
10. Tact, enthusiasm and sound common sense.

Regional Level

Duties of Regional Supervisor:

The Regional Supervisor is, in a sense, the counterpart on the regional level of the coordinator on the national level. Duties and responsibilities are implicit in functions as outlined on pages 14 and 15. Major responsibilities include:

1. The direction of field operations - endeavouring to keep organization functioning smoothly in prescribed territory; seeing that the necessary funds are available to assure effective programme development on regional and district levels; establishing and maintaining understanding, sympathetic relationships with district staff, facilitating solution of minor frictions and problems.
2. Drawing upon, organizing and coordinating the resources of federal, provincial and local agencies in developing and carrying out the

various phases of programme activities on regional and district levels, involving establishment and maintenance of Regional Joint Planning Committee.

3. Maintaining an efficient and effective office involving the keeping of accurate records - statistical and narrative, reference and resource material files and adequate supplies on hand to service district offices, etc.
4. Keeping people generally informed of the purposes, programmes, operation and accomplishments of organization within his territory through press, radio, T.V. and personal contacts in the interest of long-range objective - the integration of the Indian people.
5. Annual and interim reports.
6. Preparation of subject matter material in cooperation with pertinent subcommittees and national office.
7. Assistance and guidance in initiating and developing programmes at community and district levels; giving stimulation, encouragement and inspiration to community workers through example.
8. Planning and holding staff conferences and workshops; assistance in planning and holding district-wide leader training conferences, etc.
9. Constant appraisal of efforts and accomplishments at regional and district levels as a basis for projected planning and policy determination.

Qualifications of Regional Supervisor:

1. Minimum requirement bachelor's degree from university of recognized standing, preferably postgraduate training in the field of adult education, sociology or related field.
2. Successful experience in the field of extension at district, and preferably administrative levels.
3. Vision and leadership.
4. Rural background.
5. Personal qualifications (see number 5, p.19).

District Level

Duties of Community Development Worker:

The community development worker is by far the most important member of the staff of the Community Development Education Service. Living in the area, in daily contact with the men, women, boys and girls in actual life situations, he or she is in a strategic position to study the problems and serve the needs

and interests of the people. Programme participation is voluntary; hence the success of the community worker's efforts is largely determined by the degree of confidence that the local people come to have in the local representative of the Community Development Service. In like measure the community worker's contribution grows as she gains confidence in her own competence.

Duties are legion and are implicit in functions broadly outlined on pages 15 and 16. Working closely with regional office and regional Joint Planning Committee major responsibilities include:

1. Making a thorough study of the community at the outset to learn customs, beliefs, attitudes, relationships, local needs, material resources, potential leaders, etc.
2. Assisting communities through the democratic programme planning process (community development approach) to determine long-range and current objectives, and to develop programmes to achieve current goals. This includes working with or through local organizations and/or assistance in developing organizations to meet needs of community as a whole, and special interest groups.
3. Developing the interest and cooperation of representatives of Regional Joint Planning Committee, branch agency representatives, etc. in providing necessary technical assistance and in promoting various phases of programme activities.
4. Locating and training voluntary local leaders in cooperation with representatives of Joint Planning Committee.
5. Assisting local leaders through actual teaching and demonstration at the organization or group level and individually if and when necessary.
6. Encouraging and stimulating local leaders and programme participants generally through home visits, provision of supplementary literature, etc.
7. Maintaining an efficient district office where leaders and community members may visit, telephone or write for information or help with reference to individual problems.
8. Helping to evaluate accomplishments by obtaining and analyzing records and preparing necessary statistical and narrative reports for regional and national use.
9. Giving assistance and encouragement to other organizations or individuals whenever possible in the interest of overall community betterment and good public relations.

Desirable Qualifications of Community Development Workers:

Background and experience:

1. Rural background.
2. Active participation in voluntary organizations on community level.
3. Successful teaching experience helpful.
4. Experience in working with the public in a related field.

Training:

1. Minimum requirement bachelor's degree from university of recognized standing, major home economics (woman), general agriculture, fisheries, forestry (man).
2. Special courses in community development or extension work and related subjects are highly desirable.

Characteristics:

1. Teaching ability.
2. Ability to plan and cooperate with others.
3. Vision and leadership.
4. Sympathetic attitude towards associates.
5. Clear and systematic thinking.
6. Effective speaking and writing.
7. Tact and genuine interest in people.
8. Enthusiasm, with reliability.
9. Faith and courage.
10. Integrity and dependability.

STAFF TRAINING FOR COMMUNITY DEVELOPMENT

Staff training and orientation at all levels is now generally accepted as being of major importance to the success of both extension and community development programmes. This is particularly true of the latter, especially in the case of proposed programme, which is a coordinated and integrated approach to community development, involving Provincial Extension Services and other related government and local agencies.

Community development has been defined as a "process of helping people learn the attitudes, skills and the concepts enabling them to participate effectively in the democratic solution of common problems". Changing people's behaviour is not an easy task. It requires field workers with, among other capabilities and personal characteristics, unusual sensitivity, broad understanding of people, mastery of the skills of group deliberation, planning and action, a working knowledge of several technical fields and infinite patience. Obviously, however careful the selection, it is virtually impossible to find recruits with all these qualifications; yet in the final analysis the success or failure of projected programme depends on the skill and enthusiasm of the field worker.

This need for change of attitudes and behaviour is not confined to the rural community alone. More emphasis must be placed on the development of team-work and team-spirit at all levels within the organization, and between workers of every department and organization associated with community development. T.R. Batten points out in "Training for Community Development", "Rivalries lead to waste and duplication of government effort and resources, to mistrust and disillusionment on the community level". Other agency workers are inclined at the outset to mistrust community development efforts to co-ordinate their work or they are more concerned with promoting their own particular programmes, and so promises to give technical assistance on the community level often miscarry with resultant loss of faith in the programme on the part of the people. "This" says Batten "is a widespread problem in developing countries, frequently more acute on the higher than the lower levels of administration."

While the success of a community development programme would seem to depend to a large extent on the willingness of cooperating agencies to provide technical assistance in developing programme activities, relatively few technical officers, experts in their own fields, have comparable training in extension methods and techniques. Furthermore agencies on the local level are by and large generally unaware of their possible potential contribution to a programme of this nature and of the opportunities to effectively promote their specialized fields through cooperative planning for community development.

The foregoing serves to emphasize the importance of carefully planned training programmes tailored to effectively meet the many, varied and continuing needs of community development personnel and contributing agencies and this is one of the major and very difficult tasks of community development organizers. While the conventional type of training is necessary to teach subject matter content - agriculture, home economics, etc. - it is not suitable for the major part of training - the teaching of skills necessary to help people learn how to help themselves. Much valuable material is now available to help the trainer in planning and implementing a realistic programme.

Nevertheless attitudes are difficult to change and skills in working with people equally hard to teach.

The following endeavours to summarize training necessary for the successful implementation of proposed community development programme:

Pre-service Training for New Workers:

Programme of not less than four weeks' duration, based on sound objectives, should be carefully and realistically planned to include not more than can be properly covered, yet adequate to give trainees basic knowledge, skills and confidence necessary to ensure a satisfactory level of operation. Suggested content to include:

- . Philosophy of Community Development Education Service - aims, objectives, etc.
- . Techniques and methods of extension.
- . The role of the voluntary local leader including locating, selecting, training and retention of leaders.
- . Mass media - uses and limitations.
- . Overview sociology of rural community.
- . Organization for action based on democratic programme planning.
- . Overview of Branch activities - Divisions and Sections.
- . Overview historical background native Canadians with emphasis on proposed area of operation.
- . The role of recreation in developing a well-balanced programme.
- . Literacy classes based on felt need - teaching of tool subjects.
- . Family relations and child development - impact of environment on child development.

Ample opportunity should be provided for demonstration of trainees' growth in ability to deal effectively with field problems. Periodic evaluation should help trainee and staff to cooperatively appraise trainees' readiness for the field. Although nothing can take the place of actual experience, case-studies and role-playing provide effective means to develop insights and skill in working with groups. Finally teaching staff must not lose sight of the opportunity to teach by example - informal, friendly, group relationships, inspiring at the same time both respect and confidence should exemplify attitudes and skills to be used at the community level.

Pre-service training should be followed by a brief induction period. This on-the-job training is most important in that it helps field worker get off to an encouraging start, and is a guard against the many pitfalls, detrimental to programme development particularly at outset. Normally, a new recruit should

spend at least a month working as an understudy with an experienced worker in a well-established district before taking up her duties in her own district. Since this is not possible, the field supervisor should accompany worker to the area. They should work together in establishing programme. This provides excellent opportunities for worker to use and reinforce knowledge gained during training programme. Observation and practice working hand in hand provide many opportunities for constructive appraisal and growth.

On-the-job training is a continuous process, normally the responsibility of the Regional Supervisor, who during routine visits, gives individual help, guidance and support as need arises.

In-service Training:

The idea that initial or pre-service training is the beginning and end of an organization's obligations for staff training, that in-service training is desirable and useful if and when time and money permits is gradually changing. Many organizations are beginning to realize that in-service training is an integral and essential part of a training process, necessary not only for the professional growth and development of the individual community worker, but for the growth and development of the organization as a whole.

It is a natural follow-up of pre-service training, and infinitely more valuable. Worker comes to learn, discuss, compare, evaluate and plan. He brings with him real problems based on personal experience, hence his interest is keener because the programme relates to his field work. On the other hand, the pooling of ideas, discussion of accomplishments and problems provide an opportunity for Training Staff to obtain a greater appreciation of the field workers' needs, to appraise policies, to evaluate effectiveness of pre-service training with a view to making future programmes more meaningful. Short courses are given in keeping with needs of the changing community, to bring workers up to date on new developments, or supplement pre-service training, etc.

As the organization expands and develops and a basic flexible pattern is established, annual and midyear staff conferences and workshops, scheduled well in advance are held at regional level. Agendas carefully planned in close co-operation with field staff, make provision for the constructive participation of technical representatives of Regional Joint Planning Committee. During annual conference yearly objectives are established, and a flexible "plan of action" drawn up. Midyear conference provides opportunity to evaluate accomplishments to date and plan for the successful completion of the year's activities.

Joint Staff Conference:

The heart of community development is organization for action - action based on education, supported by facts and directed towards specific needs and problems. Coordination and integration is most important at all levels. However, in the final analysis the effectiveness of this action depends upon the concerted effort of personnel of related agencies at the grass-roots level. It is there that real cooperation must take place. This cooperation based on faith in the programme, goodwill and understanding, works towards developing a relationship in which all are willing to share to the best of their ability, responsibility for the overall success of the programme.

Enthusiasm, sincerity and spirit of sacrifice cannot be bought; it must come from within and must be based on a firm belief in the ideals of proposed programme as a force for good. Thus field workers of cooperating agencies must first be sold on the philosophy, principles, methods and techniques of community development and proposed application to meet particular needs of specific communities. This can be most constructively achieved through Regional Joint Staff Conferences, providing at the same time opportunity for discussion of possible agency contributions, policy adaptations necessary in light of particular needs, overall problems as seen by Branch agency personnel, etc.

Initial conference would, it is hoped, help to develop a "point of view", paving the way for future meetings and cooperative action based on sound programme planning as the programme begins to take shape.

Finally staff training for community development is not confined to organized programmes. Staff members in the discharge of their many and varied responsibilities "learn to do by doing". They learn from their contacts with other staff members, from their successes and mistakes, from evaluations, from professional reading, etc. This is true of any position of this nature, but particularly so of community development and extension work which offers so many challenging opportunities for professional and personal growth and development.

PROGRAMME IMPLEMENTATION

While the ultimate goal is the development of a smoothly working programme, gradually expanding to cover Indian communities in all parts of Canada, organization procedures, and cooperative action will need to be built in an experimental period. Hence it is recommended that pilot projects be undertaken as soon as practicable in two areas, population differing in socio-economic background providing basis for comparative evaluation. In the interest of experimentation such areas should have economic potential.

This plan provides for two community workers - a man and a woman - in each district. While they will work in close cooperation in developing overall programme, each will assume direct responsibility for those phases of the programme for which he or she is specially qualified e.g. the man will work with men re housing, agriculture or fishery projects, etc. in keeping with the economy of the area; the woman with women re foods and nutrition, clothing for the family, child care, home management, budgeting, consumer education, etc. Both will combine their efforts in developing a youth movement to help bridge the gap between school and community, if such is desirable.

Implementation of overall plan during experimental period will be confined to the district level. Working units at first will be small. However, as progress is made, and local leadership developed, the programme will expand to other communities in the district, gradually encompassing the whole district, involving district-wide activities. Finally in this step-by-step development other districts are organized and a regional office established.

Development of Pilot Project:

Since no two communities are alike in circumstances, needs, customs, habits, etc. a set formula for programme implementation cannot be predetermined. We do know that whatever the situation, whatever the problems, the basic principles and process of community development are universally applicable. We know also that the community development approach has been proven to be thus far the most successful technique in rural development, that it offers the Indian community an opportunity so to organize itself that it will enjoy better services, better use of resources, more able leaders, followers and co-operators.

Many principles have already been implied in the various sections thus far. The following attempts to illustrate briefly their general application on the community level with emphasis on the process of programme planning, how groups function, and leadership is concurrently developed.

The community worker comes to the community fortified by training and experience. She is fully aware of the need for a prudent approach. She knows that in the process of translating theory into practice there are many pitfalls to be avoided, that she will have many discouraging moments. She has developed a sound philosophy enabling her to anticipate difficulties and effectively cope with many baffling problems. Above all she has faith in the ability of people to learn how to help themselves attain a better way of life through building better communities.

As a community development worker she is more concerned with what actually happens to people - with their growth and development in the process of working toward community betterment than with the successful completion of a given project. Among other things she realizes the importance of individual and community-wide participation in establishing goals, and determining plans of action. She knows that programmes to be effective must be built around the needs of the community - must grow out of the needs and interests of the people, and must never be superimposed. Furthermore community development must start with the people, where they are, at their level of awareness, where the need is realized. Sometimes this will make for a small beginning, seemingly so insignificant as to appear negligible. A well-trained worker knows that even a modest beginning made by the people themselves will in time become more fruitful than a heavily endowed superimposed programme. While a superimposed programme may relieve the economic pressure of the moment, it will die when outside support is withdrawn because its roots were not in the life of the community.

Programme planning in community development is the recognized process of assisting the community to: (1) identify and analyze its problems, (2) democratically determine its common objectives, (3) formulate the procedures by which the goals can be cooperatively achieved by utilizing available resources, (4) evaluate its achievements and failures, and (5) proceed on to the solution of other problems.

The community worker's approach through democratic programme planning is the key to the success of a pilot project. It is essential therefore to make sure that the ground work is carefully laid before each step in the planning process is initiated.

Thus before assisting the community to identify and analyze its problems, the community worker must not only know the Indian community - occupations, economic resources, leaders known and potential, educational level, attitudes, needs as seen by her and by agency employees, needs as recognized by the Indian people, and the like, but she must also know the services available within the province e.g. Agriculture Extension, Adult Education, Health and Welfare, Forestry, National Film Board, University Extension, Library Service, etc. and have established cooperative relations with those representatives of Branch and other related organizations on whom she must depend for technical assistance. She must help the people whom she hopes to influence to know her as a person and have faith in her ability.

The same careful planning is equally important in preparing for the first general meeting. Whether or not a representative community committee through which plans are made has been formed at this point depends on circumstances - existing committee which might be utilized, community readiness, etc. If such a committee does exist, it should take the greater share of the responsibility.

In the interest of brevity, it is assumed that the community worker and field supervisor have followed sound community development procedures, and that goals and objectives have been democratically established. The next important step is the attainment of objectives. In other words the development of a sound, realistic plan of action, which in the final analysis should come from the people. Mindful of the basic philosophy "people only develop when they help themselves", the community worker provides ample opportunity for discussion of alternate solutions, she tries to serve rather than direct, to find out what the people

want to do, and help them to do it. Plan of action will then depend upon the needs of the community as outlined in objectives. It may be that existing organizations will be used, new action groups formed, or the community as a whole may decide to work on a community project at the outset. Circumstances indicate that a combination of special interest action groups and community-wide projects would more nearly meet the needs of most Indian communities. Whatever the outcome, it is wise to begin with a small, attainable, self-help project. The success of this first project is important in that it helps to develop confidence and is an encouragement to further effort.

For purpose of illustration, it can be assumed that this particular community of about 350 people had very definite ideas as to their needs and problems, which were brought out during the first general meeting:

- Of first importance was the need for employment opportunities, not only for married men, but for the increasing number of younger men and out of school youth who had some education, tried to get work but returned to the reserve discouraged, to add to the already heavy family burden. Apart from the few permanently employed on the reserve, the majority worked for short periods of the year, and lived mainly on assistance.
- The need for better and larger homes to accommodate growing families was discussed at some length. Here the Chief forcefully added, "It's not just the Government. The people have to be educated as to the meaning of decent homes - have an appreciation of decent homes, keep up their houses once they are built. There is a tendency to say 'This was built by the Government, let the Government repair it' ". (extract Joint Committee Senate and Commons, 1959, p.190).
- The women were interested in home making, cooking and sewing. They had a Home Makers' Club a couple of years ago, membership dwindled. The government sewing machine stored in one of the homes was in good condition but was not being used. (learned during field trip.) They felt all the women would be anxious to join if they were sure of help. They wanted someone to teach them how to sew.
- There was a keen interest in the 4-H Movement, following a showing of slides and commentary.

At the close of the meeting the Indian people unanimously agreed that the whole idea was good, if only they could be sure of the continued help and backing of the Government. Of this the community worker and resource people assured them, pointing out that it was not going to be an easy task, that success depended on their combined enthusiasm, energy and cooperation. Arrangements were made to meet with men and women separately for further discussion within a week, when it was hoped decisions would be reached as to projects to be undertaken, etc.

Meanwhile the community worker continued her study of the community, visiting the school and homes, talking with leaders, etc. in preparation for forthcoming meetings. She knows that groups must have an educational function,

that purely technical solutions are useless, that people's feelings and attitudes must be considered, that plans must be practicable and desirable from the peoples' point of view. As she sees what to her may seem to be absolute squalor, and talks with so many fine boys and girls doing nothing, going nowhere, the desire to be a benevolent dictator is great. Why not organize 4-H, this will involve the whole community? Why not a co-op housing group, the need is certainly great? The more groups organized, the more readily will the community development idea be accepted by the community as a whole. She realizes that if lasting results are to be achieved, progress must of necessity be slow, depending upon group readiness, that at first people by and large join groups for what they get out of it, that responsible attitudes, leadership, initiative develop only as real responsibility is given, as members come to feel that the group is their group, serving their interests, rather than an agency group serving agency interests.

At this point she reminds herself that ready made solutions are never effective, that there is no stereotyped form for community organization, but rather a realistic approach to the common social problems which affect the people is the essential idea, and that methods and mechanics depend upon the situation.

Again in the interest of economic reporting, it is assumed that after a careful weighing of pros and cons two groups are formed - one to study development of reserve resources, specifically use of available arable land, the other a re-organized Home Makers' Club, initial projects clothing, foods and child care. Project groups are formed within the larger groups, and general and subject matter leaders (one general leader for each of the larger groups, and a project leader for each of the smaller groups) chosen by the groups on the basis of interest and aptitudes. Project groups will meet weekly or every two weeks, and groups as a whole monthly to report progress, discuss common problems and enjoy a social evening.

The first activity will be an intensive leader training programme of three days' duration for general and project leaders, dates tentatively set pending availability of resource people, and community worker's readiness in terms of necessary materials, etc. which at the outset will undoubtedly be a problem requiring careful planning and much effort on the part of participating staff. It is reasonable to assume that the problem of subject matter materials will be less acute as the organization becomes established and materials suitable for general use or adaptation are located and resource files built up at regional and district offices.

Programme plans and schedules will be cooperatively worked out by each group in cooperation with community workers and resource people. This is important for all concerned - resource people must know well in advance to what, when and where they have committed themselves; community workers must also know, so that they may plan the most constructive use of time and energy; group members must have no doubts as to their specific commitments. Parenthetically, the importance of keeping faith with community groups cannot be overstressed. Nothing can be more discouraging, sometimes fatal, than to arouse interest, promise to do something, and at the last moment fail to keep that promise. When plans are made groups should not be left in a vacuum for lack of technical knowledge. When the Community Development Education Service employs the local

leader and the club or organized group as a channel for educational effort, it automatically accepts the task of providing necessary teaching aids and trained leaders, and in the case of aided self-help projects a minimum of material support. Unless the group or club meets the needs and expectations of its members it disintegrates as a group - result more harm than good.

No task is more important today than the creation or cultivation of responsible men and women, who are ready to accept the challenge and responsibility of leadership. This is the community worker's most important, most arduous and most rewarding challenge. She is reminded of the story of a two-year pilot project in one of the developing countries where conditions for a successful project were ideal in terms of staff, money, acceptance on the part of people; yet though much useful work was accomplished under staff guidance and direction the project failed. When the team of seven withdrew, the development committee lost interest and activities folded up. Why? The team had failed to develop local leadership or stimulate local initiative.

As plans progress for the first local leader training programme, the community worker is determined not to make that mistake. She is reassured by the knowledge that leadership skills and understandings are learned and can be taught, that leadership is not developed as a "general" ability but is developed or emerges in a specific situation to perform specific roles. Thus educational activities carried on cooperatively with local people provide a natural situation for leadership development. Training meetings for project and general leaders besides emphasizing subject matter content, give valuable training in methods of teaching. Leadership roles must be carefully determined so that each participant feels that his or her contribution is significant to the achievement of the goal. Before encouraging members to take on leadership responsibilities, interest, willingness and capability should be carefully considered. It is equally important to continuously appraise accomplishments so that leaders are encouraged to assume different leadership roles in keeping with increased willingness, interest and ability. However, one should be careful not to overburden the enthusiastic local leader to the point where she neglects her home duties or works too hard. This is too much to expect from unpaid local leaders and would defeat its purpose.

From local leaders' evaluations, at the close of each day's activities, and staff members' appraisal, the first leader training programme could be assumed to have been a success. Opinions varied as to what leaders considered the most helpful. The majority favoured the evening programmes - a carefully planned combination of games, folk dancing, group singing, mock meetings, discussions, pertinent films and lunch. All enjoyed the practical sessions which they felt could have been longer. Many of the men and women requested training in the basic tool subjects to enable them to discharge their leadership responsibilities. This the community worker undertook to arrange if sufficient people were sincerely interested. Leaders promised to have the answer within a couple of days.

As staff members completed their overall evaluation and discussed the what and how of necessary follow-up meetings with project groups, it was agreed that among other important factors contributing to the success of the programme, high on their list was the subconscious adherence to Chief Teddy Yellowfly's (Blackfoot Reserve, Gleichen, Alberta) injunction to the Joint Senate and

Commons Committee (reported in Proceedings 1959, p.678) "The assimilation by the Indian of the non-Indian way of life cannot be accomplished by regulation alone, but must be done in a sympathetic, understanding and qualified manner, treating the Indians as follow Canadians with a problem to attack".

Doubt as to the wisdom of her commitment re evening classes bothered the community worker in days to come. Why had she been so quick to promise? Surely she knew she should not tie herself down three nights a week with so many other things to do. It was a pilot project. If classes were successful and there was a need in other communities she was assured that a qualified itinerant teacher would be appointed to the area. Such a person could be helpful in so many ways, e.g. afternoon classes for women who could not leave their young children at night if the men attended. Strange how far removed the day school seemed from the life of the community. The three teachers were fine people doing good work, but somehow the community didn't get a chance to know them. A good Home and School Association would help. The school curriculum must somehow be related to the life of the community. But back to the problem of evening classes! Efforts to start such a project in a neighbouring Indian community last year did not get off the ground. Subconsciously she hoped sufficient interest would not be aroused, yet she knew how important it was to the success of the whole programme. She did not deliberate further. Two local leaders arrived with the answer - a list containing names of thirty-two men and women.

Evening classes - organized and operated by the community worker with the assistance of one day school teacher were held three nights a week for two and a half months, and despite premonition to the contrary with more than average success. "Beginner's luck", said the community worker, who upon closer analysis agreed it was more than luck - the programme had been carefully planned (a prerequisite for the success of any community development effort) to include a well-balanced educational diet of public speaking, carefully selected films and discussion, recreation and most important training in the 3 R's. It was not an isolated activity. Literacy for what? Now there was a definite purpose. It was an integral part of the broader community development programme. There was a will to learn. Ill-equipped in terms of training and materials, it was a learning experience for teachers and pupils - a trying experience well worth the effort. Fortified by preliminary training, the community worker was not deterred by the students' seeming reticence which she knew could be attributed to a number of factors including fear of the unknown, the effort to think and express oneself in another language, and just plain bashfulness.

The final night was marked by a special closing programme involving all the students, and largely the result of their planning - a demonstration of accomplishments to which the whole community was invited. Plans were made for the coming year; for follow-up with reading materials, and if desired reading circles, which could be held in conjunction with organized project groups. Perhaps the greatest accomplishment was an increased awareness of the importance of education in the attainment of a richer and fuller life, evinced by increased day school attendance.

Another brief period of decision making! What to do for the older boys, girls and out of school youth? Thinking back to her orientation training,

"the wise community worker times her activities to the desires and readiness of the people". Surely the boys and girls who hung around the "Lighted School House" during evening classes, whose questioning eyes seemed to ask, "Where do we fit in; aren't we important too?" were ready for action (delinquency if something were not done).

She could not think of a community development programme without considering its aims for youth development and felt strongly that the future role of community development was inseparably linked to the 4-H Movement. Discussion with the home economics and agricultural representatives of the Provincial Agricultural Extension Service convinced her of the need for postponement. The provincial programme was too advanced for leaders and members; projects not all of which were applicable would have to be adapted for the first years. Members of the Home Makers' Club felt they needed experience in their own groups first. The idea was dropped in favour of a Recreation and Social Development Club, for boys and girls, including outdoor sports which was in a very real sense helping to develop the community. Largely self-directed, it was the cooperative effort of the many who contributed to the success of the various meetings, social worker, placement officer, agency superintendent, etc.

As the months passed project groups continued to meet regularly; resource people were untiringly constant in their helpfulness. For all it was a period of continuous, concentrated effort. Local leaders needed help and guidance with project meetings, and from time to time individual training and always encouragement. Slow yet seemingly effective progress was made. Latent ambitions were being awakened as evinced during Leaders' Rally, an evening meeting planned to provide an opportunity for workers and leaders to evaluate progress, discuss problems in light of objectives, and make detailed plans for the remainder of the programme year. The women were already thinking of the coming year's objectives. They wanted to continue foods and clothing, but add consumer education, budgeting, food preservation. Both men and women considered a home improvement project a must for both groups. This was in part due to pressure from the women who now desired more attractive, convenient homes. Other needs came to light e.g. the need for sewing machines in the homes, for a community projector, etc.

Though continuous assistance was necessary during the organization period and would be necessary as new phases of activities were introduced, the basic aim is to help such groups to become as self-governing as possible at the earliest date. The more responsibility group members have and the more they can control their own activities, the more meaningful and hence educative their activities will tend to be. Self-government helps to develop those qualities of leadership and initiative necessary to enrich the life of the whole community.

The length of time spent in any one community at the outset cannot be estimated, but will be governed by circumstances. It will be necessary for the worker to remain until the programme is in part self-sustaining. As leaders gain training and experience she gradually relinquishes her leadership. This does not mean the programme has been superimposed but that the community worker's primary task is to give skillful inspiration, guidance and training, making her own leadership as invisible as possible.

Follow-up - As she moves on to other communities, repeats the process and organizations are developed, she does not move out of the lives of any one community. Much will depend on the success of plans for further development carefully worked out with community leaders and community committees. Such plans will entail responsibility on both sides. The community worker answers promptly all requests for materials, advice and suggestions; keeps careful records of progress in each community; makes provision in her schedule for specific visits; tries to attend important local programmes and meetings. The community on the other hand must continue to do its share. It has the added responsibility of proving its ability to carry on under its own steam, which is the real test of progress.

And here the sound functioning of the Community Development Committee is imperative. As previously mentioned such a committee consisting of elected representatives of existing organizations, institutions and citizens will have been formed when leaders are developed and an understanding of the purposes of the whole programme is quite clear. It will be the duty of such a committee:

1. To study the overall functioning of the whole programme.
2. To study common problems, discover others, and pool its creative energies in an effort to find suggested solutions.
3. To help motivate the community to greater effort and promote good fellowship.
4. To study new developments and trends in the Province as a whole and to study the community in relation to such trends and developments.

The impact of this committee on the success of the programme will depend to a great extent on the quality of its leaders and the degree of support and assistance from District and Regional offices. Adequate and continuous educational work will be necessary.

Coordination on District Level - Progress in the other communities will undoubtedly be facilitated by the success of previous effort. Community workers and resource people will have become familiar with the process, and thus be in a position to cope more effectively with the total situation. District Local Leader Training Conferences replacing Community Training Programmes will provide a more effective and time-saving method of training local leaders. Annual district-wide celebrations, including displays of work, judging, demonstrations, awarding of prizes, etc. - an educational experience, depicting economic, social and cultural growth - will not only provide an opportune time for a fair evaluation but will be a unifying force and stimulus to greater effort and bring home to individuals, communities and to the district a sense of accomplishment. In such ways attainment of overall objectives can assume a dramatic force in the lives of the participants.

Soon problems common to the whole district become apparent, and the need arises for the pooling of resources for mutual advancement, hence the formation of a District Council, members elected from community committees by the people of each community. The chief function of such a council will be to coordinate communities and to facilitate united efforts on common problems in the welfare of the communities of the district.

Long-Range View - Unfortunately, neither time nor space permits a prolonged look at the various communities as they develop within an expanding programme. However, it is not unrealistic to assume that as the ambition inherent in every human being is awakened and directed into useful channels; as group members continue working - studying and planning, rejoicing in step-by-step achievements from which they emerge increasingly more reliable, more responsible, more capable leaders and followers - new desires will be awakened, new goals established. The attainment of these new goals will of necessity involve activities of increasing complexity resulting in new values, beliefs, ideas and skills. Thus by this gradually continuing process develops a strong, self-reliant and dynamic citizenry.

As the programme become firmly established on the district level and a sound basic, though flexible, pattern is developed, it may be assumed that additional activities will be undertaken to meet the growing needs of an expanding programme to include the 4-H Movement, consumer and producer cooperatives, in keeping with the economy of the area, etc.

Obviously at the outset not all communities will fully participate, nor will all undertakings meet with one hundred percent success. This would indeed be a unique experience. Nevertheless the overall success of this effort should adequately illustrate how the power of society, organized through various agencies, when they are cooperatively integrated, can be applied to local situations. The improvement of each Indian community so reached brings our native Canadians one step nearer to the ultimate goal - a well integrated people, equipped to take their rightful place in our Canadian society.

EVALUATION

At this point even the enthusiastic proponents of adult education as a vital force in a democratic society, might well say "So far, so good! All this sounds fine, but how does one know that community development will accomplish these objectives, how can one prove that they are being achieved? The will to express is sometimes easier than the deed is to accomplish."

Yes, there is need for critical thinking on what is actually accomplished in community development. Herein evaluation plays an important part in the whole process. Beginning with objectives and ending with objectives, it is an integral, and in many ways, the most educationally valuable part of programme planning. When a programme has been planned, executed and evaluated the programme planning cycle has been completed; thus evaluation becomes the tool for building better programmes.

Community development through its many educational programmes and activities is attempting to bring about changes in what people do, changes in their knowledge, interests, understandings, attitudes and skills. Evaluation is the process of determining the extent and the way these changes are accomplished. Education is successful when it has caused a change in the right direction. This raises the important question. What is the right direction? Here we should keep in mind that not all people need or desire to go in the same direction or equal distances. Directions have varying degrees of importance to different people. Community development must offer opportunities for people to move in various directions and help them to find and to travel in those directions. That is what is meant by a balanced district programme. A good objective is one that will provide possible direction for large numbers of people to move some distance. However the human being is a complicated creature and changes occurring in him are not always discernible, hence the objective chosen for evaluation must be stated in terms of desired changes in the behaviour of people.

There are many different kinds of evaluation techniques - reports, case histories, records, interviews, surveys, etc. - involving the cooperative effort of staff and programme participants, which may be used in objectively and reliably determining the results of educational efforts. These techniques must be understood and carefully applied to be used effectively.

As already stated evaluation is a continuous process and an essential part of any programme activity, hence should be made at the outset, before programme activities get started, periodically during programme activities and at the end of the programme year. Periodic evaluations of specific activities are in fact often more practical than final evaluation. Thus at the completion of a project everyone concerned should ask and try to answer the question: How well did we do? This question should be discussed by the staff in an effort to evaluate teaching methods; by the people who participated so that they will have the satisfaction of knowing how they are doing; and by all together so that they may cooperatively plan to "make the best better".

Periodic evaluations have definite limitations, results are not always apparent, something that seemed to be a success may not have lasting value. On the other hand something considered to be a failure may have needed a longer

time to become fruitful - hence such evaluations should be repeated at intervals. Lastly a programme must be given very serious thought by community workers and cooperating staff at all levels, and enough time to prove itself before any final judgement as to its effectiveness can be made.

CONCLUSION

The need for a community development programme has been clearly established. In the organization and implementation of such a programme as a positive and coordinated Branch effort, the following points are considered to be fundamental:

- The establishment of a Joint Planning Committee, bringing together representatives of all Branch divisions concerned with the development of various field programmes, is essential to give unity of purpose to the total effort, to facilitate long-range planning, and the establishment of priorities.
- It must be recognized that proposed plan envisages a comprehensive, long-range programme which, if successfully implemented, is sufficiently broad to encompass community development's total responsibility to the Indian population of Canada.
- The urgency, complexity and difficulty of the task ahead cannot be minimized. Implementation must of necessity be slow. Democracy is a process, not merely a technique, and the value of that process takes time to demonstrate. Social habits change slowly and those responsible for this change must possess a fine balance of impatience to spur them to achievement, and patience to enable them to be understanding of and sympathetic towards the habits and mores they seek to change.
- Precise analysis in the realm of speculation is impossible, hence before adopting a large programme, it is desirable to test it out on a small scale to see whether it will work, and to provide an opportunity for the establishment of basic methods and procedures at all levels.

In order to expedite the implementation of overall plan, community or communities chosen should be those that are best qualified for experimental purposes, centrally located in area and fairly representative of prevailing conditions and problems. There should be a readiness on the part of the inhabitants, and the assurance of the understanding cooperation of top field personnel, and important at all times but particularly at the outset adequately trained, experienced community development personnel should be carefully chosen.

- Obviously a programme of this nature will involve additional expenditure. If viewed in the light of what might be termed a transitional

period, it will be money well spent. Actually, if successfully implemented, such a programme will pay dividends in terms of accomplishments - a more constructive and purposeful use of Branch personnel's time and energy; services of related Provincial Government and local agencies will be brought within functional reach of Indian communities, and lastly a more constructive use of increasingly less Government assistance as the Indian people develop in the process of working towards the building of better communities.

In closing the following well known lines of A.E. Housman come to mind:

"I, a stranger, and afraid,
In a world I never made."

There is an alternative to Housman's pessimistic view, if we are willing to take the risk, and with imagination, courage and faith answer the "crying needs of those we are privileged to serve". Community development can and will help our Indian people to feel no longer strangers in their native land, to cease to be afraid, to be significant, to feel significant in a great nation to the making of which they have already contributed, and to the further development of which they will not cease to make their contribution.

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