



## Book Reviews

**Citizen Participation in Urban Development: Volume I—Concepts and Issues.** Hans B. C. Spiegel, ed. Washington, D.C.: NTL Institute for Applied Behavioral Science, 1969. 291 pp. \$3.95 (paper) and **Citizen Participation in Urban Development: Volume II—Cases and Programs.** Hans B. C. Spiegel, ed. Washington, D.C.: NTL Institute for Applied Behavioral Science, 1969. 348 pp. \$3.95 (paper).

These 2 volumes present 49 papers on urban development. They're divided into case studies and ephemeral documents coming out of development programs (Volume II) and something the editor calls "concepts and issues," but which might more accurately be called evaluation and opinion (Volume I). As indicated in the title, the subject is urban development and the concern is with the roles of citizens in development programs.

As collections of case studies and points of view, these books assemble relevant information on a variety of near-contemporary development efforts. Unfortunately, they don't do much else. Beyond the usual furniture of prefaces and acknowledgements, the editor has contributed only a short descriptive overview to each volume and two-page introductions to the sections of the volume on concepts and issues. In spite of the conceptual problems pointed out by individual authors and the contradictions that a reading of the papers manifests, the editor has done little to develop a workable conceptual framework.

The chief problem, to quote Robert Seaver, the author of one of the papers in Volume I, is that "within the urban renewal field, and to an even lesser degree in city planning, there never has been an adequate resolution in policy or practice of what citizen participation is, can, or should be or do." Depending on the program or the commentator, participation seems to mean just about anything one wants it to.

It's possible, on analysis, to discern several ways in which participation may vary—by the purpose to be achieved, the aspect of the program in which it's to occur, the degree of influence granted to the participants, the

kinds of people who participate, the mechanisms by which participation is achieved, and a host of situational variables. Few of the authors identify more than one or two of these variables and almost none assumes that more than one position is possible with respect to any variable.

Another problem is the failure to distinguish between participation as something the citizens do and those activities designed to secure and structure participation. You can't operate a program without making that distinction, and without it citizens may not even be able to understand what is going on. For example, advisory committees and pressure groups both involve participation. But the bureaucrat who wants advice and gets pressure or the citizen who needs power and is asked for advice are bound to be disappointed.

For experienced people in Extension, the books have a further shortcoming in their implicit assumption that citizen participation is a new idea dating from no earlier than Saul Alinsky's back-of-the-yards project. This isn't so, of course, but recognizing that fact shouldn't lead the Extension staff member to miss the point that the problems of participation and involvement may be tougher to solve in the city than they were in the nonurban community.

In criticizing this collection we must bear in mind that each individual author wrote, originally, to describe a program or a problem with which he was familiar. The faults of the individual papers are those of narrowness of experience. The real blame for the shortcomings of the book must be blamed on the editor who, having juxtaposed these varied observations, failed to do anything constructive with the juxtaposition.

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**Educational Media: Theory into Practice.** Raymond V. Wiman and Wesley C. Meirhenry, eds. Columbus, Ohio: Charles E. Merrill Publishing Company, 1969. 283 pp. No price given.

As a field of study, educational media has too often been short on theory and long on the "nuts-and-bolts" practical application of technology to the teaching-learning process. As the title suggests, the book tries to bridge the gap between theory and application by providing a theoretical base for much of what happens in the transaction between teacher, student, and instructional resources. But, it's much broader in scope than the title implies and should probably be entitled *Communications: Theory into Practice*.

The 11 chapters in the book, divided into 4 sections, represent an interdisciplinary approach to communication theory and practice. Fortunately

each chapter was written specifically for the book and as such the book represents more than a collection of readings. The chapters in the first section, "Backgrounds for Instructional Communications," present a historical view of communication in the classroom and the impact of the mass media on society. The second section, "The Intellectual Synthesis," contains chapters on communication theory, learning and communication, educational philosophies and communication, and a learning-systems concept applied to education and training courses. The third section, "The Physical Synthesis," discusses proficient teaching, visual communication, and concomitant learning. The fourth section, "Implementing Elements and Summary," has chapters on media centers and a look ahead. Several of these chapters are particularly relevant to extension and adult educators.

Samuel Becker's chapter on the impact of mass media summarizes the research on the effect media have had on the diffusion of information, changing of attitudes, culture, and social structure.

Randall Harrison's chapter on communication theory represents an excellent synthesis of many communication models from Aristotle to McLuhan and provides the reader with an excellent bibliography on communication theory.

Robert Gagne's chapter on learning and communication based on his "conditions of learning" and "components of instruction" provides a summation of the role communication plays in gaining and controlling attention of the learner, presenting stimuli for learning, informing the learner of required performance, recalling previously learned capabilities, guiding learning, providing feedback, and promoting transfer of learning.

The other eight chapters in the book are also good and worth the reader's time and energy. In total, the book is a good summary of communication theory, but it stops short of providing the reader with a theory backed up by research for every use of communication in the instructional situation. The "cookbook" for communication doesn't exist and perhaps shouldn't exist, but this book is a good beginning for a theoretical base of what goes on in the name of "communication."

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**Management by Motivation.** Saul W. Gellerman. New York, New York: American Management Association, Inc., 1968. 286 pp. \$10.50.

The problem of understanding and using the knowledge of human beings in complex organizations is receiving more and more attention. Geller-

man's book discusses this concern. He presents a framework for integrating behavioral science knowledge with practical problems in the management of human efforts. This book, a sequel to his earlier success, *Motivation and Productivity*, helps bridge the gap of explaining motivation theories and applying them to an organizational setting.

To influence the dynamics of human behavior, Gellerman says you must identify and implement motivational levers that management has control of—levers whose effects produce long-term advantages. These levers, in turn, are logically arranged to maintain a "psychological contract" between the employees and management. (This refers to the notion that the organization has tacitly accepted the responsibility to help the worker fulfill his unstated aspirations.)

In this sense, Gellerman sees motivation not simply as a result of anything a supervisor or anyone else does to other people, but rather as a product of an encounter between the employee's perception of himself and of the total work environment. It's a complex set of interactions of management styles, work compensation, communication structure, and individual-group roles. He suggests that if jobs are intrinsically (and extrinsically) rewarding, then individual performance will be satisfying. Thus, management, through motivation, requires the intelligent use of timely levers in making the job itself inherently satisfying. At the same time, it enhances the worker's talents to the fullest extent.

To show the important role of these levers in the organizational processes, he examines and develops strategies in selecting people for jobs, fostering their growth and development, identifying highly capable individuals, and administering salary adjustments. The nature of these problems is familiar to Extension organizations where personal functions are shared with various levels of administrators.

Gellerman also analyzes the motivational climate necessary for individual growth and development, and suggests ways of coping with the situation. His discussion centers on such growth-inducing environments as career management, feedback, coaching, and "stretching." For those who have lost their competency due to work technology or a new work assignment, he offers such solutions as work simplification or formalized retraining programs. These suggestions aren't new or original. However, the integration of the "teachable moment" concept to the process is important to motivation.

On the complex subject of money and motivation, he concludes that for the vast majority of members money may be a comparatively weak motivator. It merely serves as an indicator for work equitability. However, some exceptions exist, such as cases where it makes a substantial difference in the workers' lives.

In the final section, Gellerman points to the crucial relationship of the nature of man and his work environment and how they affect the styles of

management. He says that the style must reflect the "readiness" of the given organizational climate. He concludes by suggesting two well-known training programs as possible strategies for improving group performance . . . managerial grid training and sensitivity training.

Basically, the book would be valuable to adult and extension educators interested in certain personnel functions—recruitment and selection, training and development, salary administration, and management research. In nontechnical terms, it analyzes the dynamics of human behavior in an organizational setting. Gellerman has discussed motivation in terms of administrative action. Thus, the thrust of the book should stimulate thoughtful Extension administrators. However, it isn't a how-to-do-it book.

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**Programs to Employ the Disadvantaged.** Peter B. Doeringer, ed. Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1969. 261 pp. No price given.

This is an encouraging volume. It's one of the best examples of a new and growing literature that documents American industry's recent efforts to hire and train disadvantaged workers for job opportunities. Doeringer has assembled a series of highly readable case studies that were originally presented at a Harvard symposium in January of 1969.

During the second half of the 1960s, the outbreak of civil disorders in the nation's ghettos combined with a tight labor market to create the conditions for new initiatives by employers to hire disadvantaged workers. The individual program approaches have varied widely and the case studies present a good sampling of business' best efforts, ranging from the highly structured, vestibule programs of Western Electric and Westinghouse to the almost complete reliance on on-the-job training at IBM. Some projects received federal aid; others didn't. The similar as well as distinguishing features of the individual programs are summarized in Doeringer's useful introduction.

While these studies may provide some guidelines to employers recruiting workers from disadvantaged backgrounds, the cases presented do have certain limitations. First, the programs were all conducted by major corporations—Western Electric, IBM, Westinghouse, Equitable Life, General Electric, and the major steel companies—with superior management and training expertise. Further, the programs were initiated during a period of low unemployment and in high-wage, northern industrial cities. Finally, the cases selected are all "success stories," although a careful reading will re-

veal that the task of bridging the gap between the ghetto and stable employment is a complicated one. Equitable Life's program is particularly instructive. At first, it provided no special treatment for the high school dropouts they hired. But, gradually counseling and outside basic education were added, as the need for these services emerged.

The readers of the *Journal of Extension* will find the descriptions of programs conducted in institutional settings of particular value in suggesting new directions for adult education programs. The discussion of the steel industry program describes a unique joint venture of industry, labor, and the federal government to provide in-plant classroom instruction in basic education for steelworkers with limited educational backgrounds. This instruction enabled them to take advantage of upgrading opportunities. The study of the Workers' Defense League program illustrates a highly innovative pre-apprenticeship program that consists largely of tutoring minority youth for apprenticeship entry examinations.

This book can open up to professionals in the fields of adult and extension education a host of possibilities for working with employers in the urgent task of providing stable, decent employment for the disadvantaged.

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**Readings in Community Organization Practice.** Ralph M. Kramer and Harry Specht. Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1969. 458 pp. \$5.95 (paper).

The terms and concepts found in this book will have a familiar ring for those in adult and extension education, but the content of and strategies outlined in many of the articles will be strange.

To begin with, the focus of attention is more on the large urban metropolitan type of problem than on the common smaller community development effort. Secondly, the philosophy and ideology is embedded in the tradition of social work, which is somewhat apart from the more pragmatic-materialistic goals of extension work.

In the third place, the tendency is to speak at the abstract level and to espouse the conceptual frameworks of theorists who speak independently of one another and often from across disciplinary lines. This makes for hard reading. The fourth approach, which the extension person will find different, and perhaps to his dislike, is the strong emphasis on conflict, activism, and the role of the radical. These themes are strongly in contradistinction to the methods and practices generally utilized by extensionists.

The above isn't meant to disparage the volume under review. Rather, the aim is to set it in perspective for the reader from the field of adult and extension education. In many ways, it's the type of book that should be read, if for no other reason than to become familiar with other viewpoints. Every contributor of the 35 articles is a scholar in his field. There's, in fact, a range of offerings from contributions cast in the more traditional community development style to treatises obviously inspired by activist leanings.

The volume is divided into six sections. Section A, "Community Analysis: Structure and Function," includes six articles devoted primarily to theoretical models for understanding and explaining the way communities function and are organized. Section B, "Organizational Analysis," includes six articles devoted to the characteristics and problems of health, welfare, and similar organizations in communities.

In the third part of the book, "Community Problem Solving," the theme of the five articles includes the strategies that may be used to bring organized effort and purposive change into these types of social structures. Section D, one of the longer ones, indicates the editors concern with "The Roles of the Professional Change Agent." Seven articles share a common theme of how to promote instigated, planned, or induced change.

Section E has five articles dealing with "The Management of Social Conflict," including one outlining the strategy of disruptive tactics. In the last section, Section F, the theme is "Social Planning." Six articles range from treatises on the philosophy of planning to specific programs for the elimination of poverty.

This volume isn't one to be taken lightly by readers from the fields of adult and extension education, rural sociology, agricultural economics, and other disciplines that have a long history of concern and effort in community development. Despite the fact that the various articles have an independent nature and are a bit difficult to integrate, and some rather "radical" notions are supported by certain contributors, the book deserves serious attention. It's an unmistakable product of the times, and, as such, takes cognizance of what are yet unproved strategies of organizational development.

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